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ANALYSIS OF THE STRUCTURE PLAN PROCESS
OF STRATHCLYDE REGION

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June, 1979

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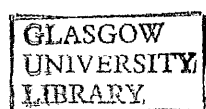
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STRATHCLYDE REGION



KEY : DISTRICTS

- | | |
|-------------------------|--------------------------|
| 1 Argyll & Bute | 10 Monklands |
| 2 Dumbarton | 11 Cunninghame |
| 3 Inverclyde | 12 Kilmarnock & Loudoun |
| 4 Renfrew | 13 Eastwood |
| 5 Clydebank | 14 East Kilbride |
| 6 Bearsden & Milngavie | 15 Hamilton |
| 7 Strathkelvin | 16 Motherwell |
| 8 Cumbernauld & Kilsyth | 17 Kyle & Carrick |
| 9 Glasgow City | 18 Cumnock & Doon Valley |
| | 19 Lanark |

A C K N O W L E D G E M E N T

This analysis would not have been possible if it was not for the co-operation and assistance given to me from the planning officials of the Strathclyde Regional Council's Department of Physical Planning. Also, a note of thanks is extended to the officials from other Regional Departments and the Scottish Development Department who provided me with essential information.

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ABBREVIATIONS

H.I.D.B.	--	HIGHLANDS AND ISLANDS DEVELOPMENT BOARD
S.S.H.A.	--	SCOTTISH SPECIAL HOUSING ASSOCIATION
S.D.D.	--	SCOTTISH DEVELOPMENT DEPARTMENT
S. of S.	--	SECRETARY OF STATE FOR SCOTLAND
S.R.C.	--	STRATHCLYDE REGIONAL COUNCIL
observ.	--	OBSERVATIONS
RR	--	REGIONAL REPORT
S/PLAN	--	STRUCTURE PLAN
exam.	--	EXAMINATION
G.I.S.P.	--	GENERAL INFORMATION SYSTEM FOR PLANNING
PAN	--	PLANNING ADVISORY NOTES
C.D.A.	--	COMPREHENSIVE DEVELOPMENT AREA

SUMMARY

This analysis examines the Structure Planning process of Strathclyde Region over its first three years of operation from May 1975 to May 1978. Likewise, the research for this analysis was initiated and coincides with this period of the re-organization of local government in Scotland. The analysis will follow the different processes pertaining to the development of the Strathclyde Structure Plan over this period, and where feasible, will conclude whether or not that part of the process might be effective in its particular remit, function or role.

The analysis is also an account of Strathclyde's Structure Planning process through time as the process evolved and took form. It is also, albeit, an informal historical record of how the first Strathclyde Region Structure Plan was assembled and formulated.

As the new Development Plan system in Scotland is relatively recent, there has been no significant amount of published data or information on the system in operation. There is a number of published draft and final structure plans and related documents covering the similar system operating in England. These documents provided a useful context for this analysis, but were of limited direct value due to their timing and release, and because of the legislative variations between the English and Scottish Systems. However, the majority of the information incorporated in this analysis was obtained from Strathclyde Regional Council who are responsible for preparing the Structure Plan, and from the Scottish Development Department.

In contrast to the previous Development Plan System in Scotland, the Structure Plan, as a part of the new system, is defined in this

analysis as a continual process which encompasses flexibility and adaptability in pursuing its basic function of strategic planning with land use implications. Since the planning process has to be moulded differently in accord with every local authority's special and unique characteristics, the legislation covering structure plans has provided an open-ended framework in which to construct the structure plan process.

The analysis is divided into six progressive chapters. Chapter I presents the legislative and central government guidelines and directives pertaining to the structure plan process, and Strathclyde Region's interpretation of these which led to the production of one Structure Plan to blanket the entire Region. Chapter II analyzes the framework and design of Strathclyde's Structure Plan Process, and Chapter III analyzes the form, content, implementation and monitoring system of the Consultative Draft Structure Plan of Strathclyde Region. The relationships in Strathclyde's Structure Plan Process are examined in Chapter IV. Some speculation on the future of Strathclyde's Structure Plan Process is contained in Chapter V. Chapter VI draws together and concludes the salient points contained in the analysis.

The overall findings of this analysis confirm that Strathclyde Region established a flexible and continuous Structure Plan Process. However, the analysis suggests that the format of the Region's first Survey Report could have been more effective; and criticises the first Consultative Draft Structure Plan on its format, content, implementation, and monitoring system. Both the length of this Draft Plan and the cumbersome size and detailed nature of its Key Diagram are shown to be inappropriate. The content of the Draft Plan appears to be at its weakest in relation to the effectiveness of its policies and proposals

as is suggested by the application of a subjective and collective matrix analysis. Relationships within and between the various authorities and bodies are described as being beneficial and harmonious. A sketch and cross section of a model of these relationships assists in elucidating the complexities of these varied relationships within and between the three tiers of government. The analysis speculates that the Regional Report will probably be continued on a four year cycle in line with the elections, and theorizes that the Consultative Draft Structure Plan will be sufficiently revised before it is submitted to the Secretary of State for Scotland.

As this analysis undertakes to present the first three years of Strathclyde's Structure Plan Process, it has done so in the hope that the information and conclusions will contribute to a better understanding of the new Development Plan System operating in Scotland.

C H A P T E R I

THE LEGISLATION AND THE EVOLUTION OF STRUCTURE PLANNING IN STRATHCLYDE REGION

CHAPTER I. - THE LEGISLATION AND THE EVOLUTION OF STRUCTURE PLANNING- IN STRATHCLYDE REGION

1.) THE LEGISLATIVE DEFINITIONS AND STATUTORY OBLIGATIONS IN THE PREPARATION OF STRUCTURE PLANS

In most areas throughout Britain Structure Planning has been and is being interpreted in numerous ways. The legislation covering the Structure Planning process is fragmented and complex, but flexible in the sense that the process can be moulded to special characteristics and problems of the particular region or area. The responsibility of interpretation rests with the local planning authority as they are required by law to produce structure plans. The Regional Councils are the local authorities in Scotland which are statutorily obligated under Part II of the Town and Country Planning (Scotland) Act 1972, to prepare and submit to the Secretary of State for Scotland a Report of Survey and Structure Plan for their respective areas.

How and in what manner should the Structure Planning process be defined? To attempt an answer to such a question, the philosophy and original thought behind 'Structure Planning' will be examined. To this end, the Planning Advisory Group's Report will be discussed in the following paragraphs. Following this, the legislation defining Structure Planning and the specific statutory obligations that the local planning authorities are required to carry out or implement will be outlined and where necessary described in detail.

a) The Planning Advisory Group Report

In May 1964 the Minister of Housing and Local Government commissioned the Planning Advisory Group for the express purpose of

assisting in .. reviewing the existing planning system. In 1965 the Planning Advisory Group published a report on their findings. This report stated that as a fundamental necessity, planning should take a broader view of the problems it was dealing with, become less deterministic, and take more account of people's expressed and felt needs and aspirations. Their definition of planning is "Planning is essentially a creative activity involving all those concerned in achieving an environment of quality." 1.

The Group considered how the planning system could be made a better vehicle for planning policies and be concerned with the broad structure of the system with attention being focussed on Development Plans. The four main objectives of the study were:

- "(1) to ensure that the planning system serves its purpose satisfactorily both as an instrument of planning policy and as a means of public participation in the planning process;
- (2) to improve the technical quality of Development Plans and to strengthen their policy content;
- (3) to get the level of responsibility right so that only matters of general policy and major objectives are submitted for Ministerial Approval; and
- (4) to simplify planning administration." 2.

The Report stresses that the relationship between regional policies and local development plans has been ill-defined and

uncertain, and there had generally been no effective means of co-ordinating the plans and proposals of contiguous planning authorities in a conurbation or throughout a region.

The Planning Advisory Group outlined the need for a Development Plan system which would:

- "(1) guide the urban development and renewal which is certain to take place.
 - (2) promote efficiency and quality in the replanning of towns.
 - (3) encourage organisation and co-ordination of professional skills so that town and country are planned as a whole.
 - (4) stimulate more purposeful planning of rural and recreational areas."
- 3.

The point that the functions of plans are not primarily as a control mechanism, but as providing a positive brief for developers, both public and private, and setting the standards and objectives for future development and redevelopment was strongly emphasised by them.

These findings by the Planning Advisory Group and other sources led to the formation and adoption of the Town and Country Planning Act 1968, which changed the planning system in form, content and procedure. Under this Act the term of "structure planning" became established. In this Act structure plans are defined or viewed as

statements of intention about a continuing flow of decisions which imply a process of planning. This represents the basic underlying definition of structure plans which was incorporated into the new planning legislation.

b) Structure Plan Legislation for Scotland

The Town and Country Planning (Scotland) Act 1969 was the first legislation pertaining to structure planning in Scotland. This Act adhered to many of the proposals advocated by the Planning Advisory Group. This Act was consolidated into the Town and Country Planning (Scotland) Act 1972, which specifically provides for structure plans and local plans. Later the Local Government (Scotland) Act 1973 made additional important changes in the planning system in regard to the introduction of regional reports and the provision of public participation in structure plans.

The Town and Country Planning (Scotland) Act 1972, Chapter 52, Part II, 'Development Plans' provides for the survey and structure plan in Sections 4 through 8.

Under Section 4 it states that it shall be the duty of the local planning authority to institute a survey of their district in order to examine matters which would affect the development or the planning of its development within the district and to keep all such matters under review. After this survey has been carried out the district may, if they feel inclined, or if so directed by the Secretary of State, institute a fresh survey of their district. Subsection 3 of this section lists the areas to be examined and kept under review in the

survey report. They are as follows:

- "(a) the principal physical and economic characteristics of the district of the authority (including the prime purposes for which land is used) and, so far as they may be expected to affect that district, of any neighbouring districts;
 - (b) the size, composition and distribution of the population of that district (whether resident or otherwise);
 - (c) without prejudice to paragraph (a), the communications, transport system and traffic of that district and, so far as they may be expected to affect that district, of any neighbouring districts;
 - (d) any considerations not mentioned in any of the preceding paragraphs which may be expected to affect any matters so mentioned;
 - (e) such other matters as may be prescribed or as the Secretary of State may in a particular case direct;
 - (f) and changes already projected in any of the matters mentioned in any of the preceding paragraphs and the effect which those changes are likely to have on the development of that district or the planning of such development."
- 4.

Section 5 orders that the local planning authority, within a determined period from the commencement of this section within their district as the Secretary of State may direct, prepare and send to him a report of their survey and at the same time prepare and submit to him for his approval a structure plan for their district which shall be a written statement complying with the following provisions:

- "(a) formulating the local planning authority's policy and general proposals in respect of the development and other use of land in that district (including measures for the improvement of the physical environment and the management of traffic);
- (b) stating the relationship of those proposals to general proposals for the development and other use of land in neighbouring districts which may be expected to affect that district; and
- (c) containing such other matters as may be prescribed or as the Secretary of State may in any particular case direct." 5.

Subsection 4 contends that the local planning authority shall show that the policy and proposals in (a) above are justified by the results of their survey under section 4 of this Act and by any other information which they may obtain and shall have regard:

- "(a) to current policies with respect to the economic planning and development of the region as a whole;

- (b) to the resources likely to be available for the carrying out of the proposals of the structure plan; and
- (c) to such other matters as the Secretary of State may direct them to take into account." 6.

Under subsection (5) the local planning authority's general proposals with respect to land in their district shall indicate areas within their district as "action areas". These areas should be selected for commencement during a prescribed period of comprehensive treatment, in accordance with a local plan prepared for the selected area as a whole, by development, redevelopment or improvement of the whole or part of the area selected.

A Structure Plan for any district should contain or be accompanied by such diagrams, illustrations and descriptive matter as the local planning authority ~~thinks~~ appropriate for the purpose of explaining or illustrating the proposals in the plan, which are treated as forming part of the plan as described in subsection (6).

Publicity in connection with the preparation of Structure Plans is defined in Section 6. During the preparation of a Structure Plan this section states that the local planning authority must secure the following:

- "(a) that adequate publicity is given in their district to the report of the survey under section 4 of this Act and to the matters which they propose to include

in the plan;

- (b) that persons who may be expected to desire an opportunity of making representations to the authority with respect to those matters are made aware that they are entitled to an opportunity of doing so; and
- (c) that such persons are given an adequate opportunity of making such representations."7.

Subsection (2) of section 6 places the condition that not later than the submission of a Structure Plan to the Secretary of State, the local planning authority shall make copies of the plan as submitted to the Secretary of State available for inspection at their office and at other prescribed places with each copy referring to the time or period within which objections to the plan may be made to the Secretary of State.

The statement accompanying the structure plan to the Secretary of State should contain particulars such as the steps taken to secure publicity and the authority's consultations and consideration of the views in respect to the plan as prescribed in subsection (3).

Provisions are made in subsection (4) for the Secretary of State's decision to either proceed to consider approval or rejection for the submitted structure plan. If he is not satisfied, he is required to return the plan to the authority and direct them:

- "(a) to take such further action as he may specify in

order to better achieve those purposes; and

- (b) after doing so, to resubmit the plan with such modifications, if any, as they then consider appropriate and, if so required by the direction, to do so within a specified period." 8.

When returning the Structure Plan, the Secretary of State is required to inform the authority of his reasons as well as notifying any objectors that he has returned it as stipulated in subsection (5). When this refusal occurs the local planning authority is compelled to withdraw any copies of the plan made available for inspection. The plan then is reconsidered and re-submitted to the Secretary of State under the original procedure.

As stated under Section 7 the Secretary of State may, after considering a Structure Plan submitted or re-submitted to him, either approve it (in whole or in part and with or without modifications or reservations) or reject it. The Secretary may take into account any matters which he thinks are relevant, whether or not they were taken into account in the plan as submitted to him.

Alteration of Structure Plans is provided for under Section 8 after the approval of them by the planning authority. These alterations are submitted to the Secretary of State as he directs in so far as conditions are required.

The Local Government (Scotland) Act 1973 added new requirements to the structure planning process. It introduced a new procedure "the

examination in public" for Structure Plans and also, called for the production of a document, the Regional Report which was to be prepared by the regional and general authority councils in Scotland and submitted to him before the first Structure Plans.

2.) THE SCOTTISH DEVELOPMENT DEPARTMENT'S GUIDELINES AND DIRECTIONS

a) The Scottish Manual on Form and Content

To assist and clarify aspects of the planning legislation relating to the new Development Plans, the Scottish Development Department had reacted in producing essential guidelines. The first major such advice, "Development Plans: A Scottish Manual on Form and Content, Interim Version," was published in 1971, and was based on the Town and Country Planning (Scotland) Act 1969. This manual consists of three parts, 'The 1969 Planning Legislation for Scotland (the general procedure); the Form and Content of Structure Plans; and Form and Content of Local Plans.' It should be stressed that the manual was overtaken on specific areas of its scope by the Town and Country Planning (Scotland) Act 1972 and the Local Government (Scotland) Act 1973 which had the opportunity to draw from the English Structure Plan Process which was already in progress prior to the Scottish Re-organisation of Local Government. The important variations arose from the Local Government (Scotland) Act 1973 which used the word 'District' in a new administrative sense, and also, apportioned the statutory planning task to levels of government, as well as providing for the 'Examination in Public' and the 'Regional Report' procedure.

The first part of this manual introduces the Town and Country Planning (Scotland) Act 1969 as being new in form, content and procedure. It maintained that there had been a growing urgency and complexity of

planning problems coupled with advances in planning technique during the last twenty years, and that the increased importance attached to economic planning as well as physical planning, had established the need to revise the old Development Plan procedure.

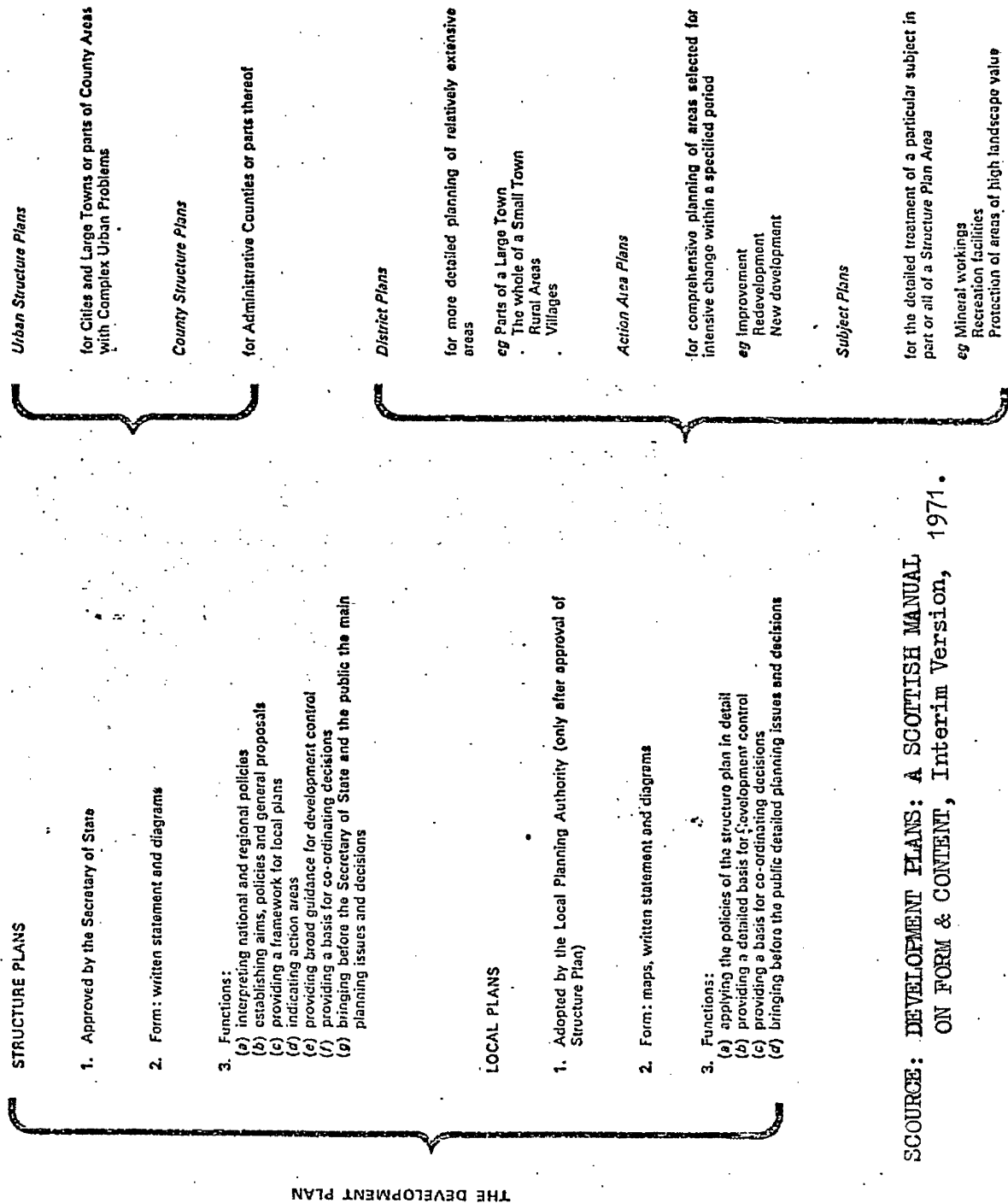
The Scottish Manual described the purpose of the new Development Plan procedure. This purpose was to present the local planning authority's policies and proposals to achieve stated planning aims for the area. These aims were to be constructed to satisfy social and economic aspirations through the creation of an efficient physical structure, and good environment. The policies were to be arranged to facilitate the day-to-day decisions on planning matters, and be firm in their expression.

The general policies and important proposals of the Development Plan were to be manifested through the Structure Plans which had to be approved by the Secretary of State. The local planning authority undertaking the task of preparing a Structure Plan was expected to include national, regional and sub-regional considerations. It was to allow and to provide for public participation in all stages, and financially to budget the plan according to the available resources. Every Structure Plan was to be substantiated by information in the form of survey reports and analyses. The form of the Structure Plan was described as being a written statement illustrated by diagrams, and the primary function was to present the main aims, policies and proposals for the area it covered. The supporting diagrams were not to be on an Ordnance Survey base. The Structure Plan would provide a foundation which would shape and provide a framework for the Local Plans that would follow it.

The following Chart I, taken from this Scottish Development Manual elucidates the components of the new Development Plan procedure.

CHART 1

COMPONENTS OF THE DEVELOPMENT PLAN



SOURCE: DEVELOPMENT PLANS: A SCOTTISH MANUAL
ON FORM & CONTENT, Interim Version, 1971.

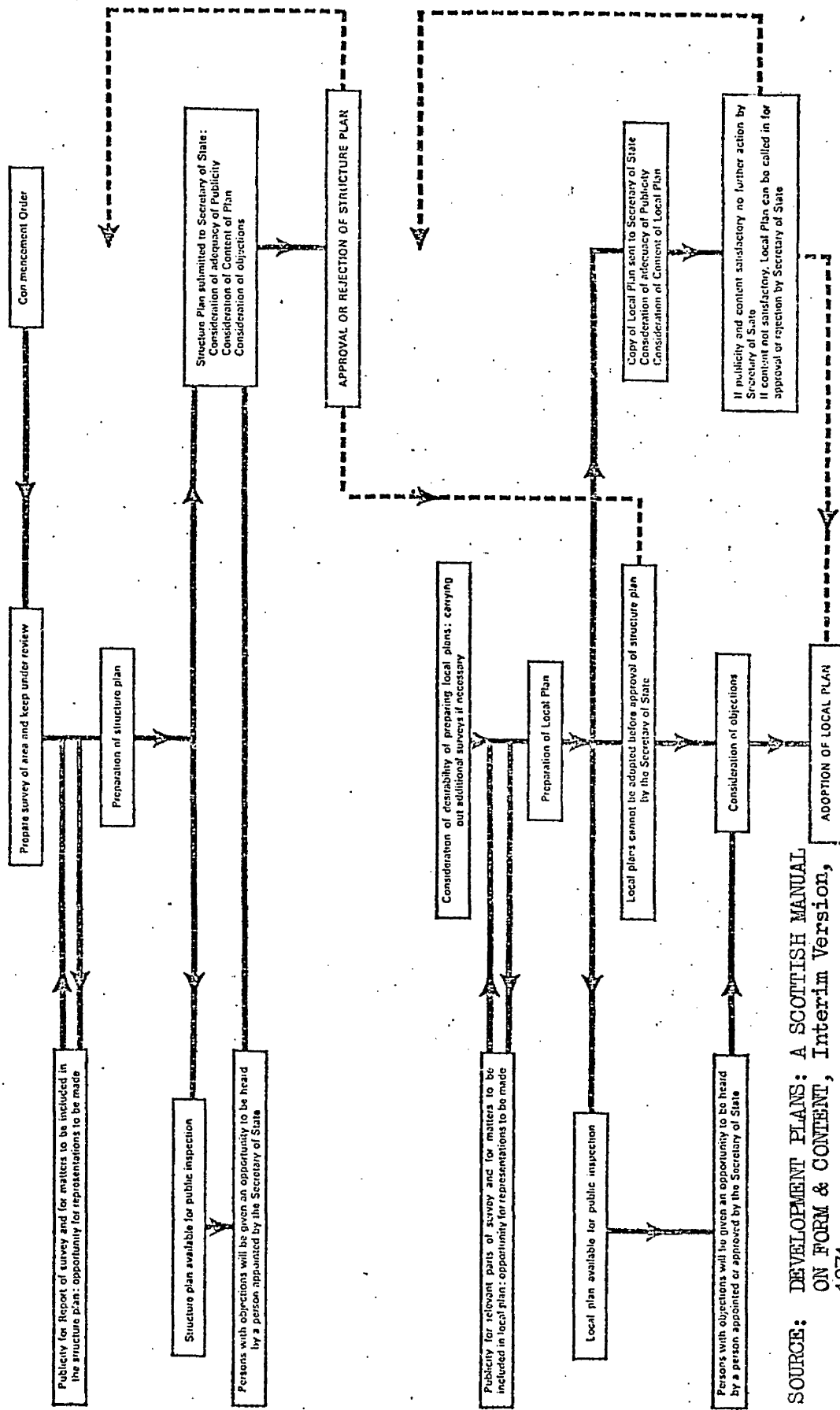
CHART 2

DEVELOPMENT PLANS: SIMPLIFIED PROCEDURE FOR STRUCTURE PLAN AND LOCAL PLANS

THE PUBLIC

LOCAL PLANNING AUTHORITY

SECRETARY OF STATE



SOURCE: DEVELOPMENT PLANS: A SCOTTISH MANUAL
ON FORM & CONTENT, Interim Version,
1971.

Chart II on the preceding page, and also from this Manual, summarizes the basic procedures for the preparation, submission, approval and adoption of Structure Plans and Local Plans.

In Part II of the Scottish Manual, the Form and Content of Structure Plans, the following were explained and discussed: the function of Structure Plans; procedures; subjects for inclusion; national and regional setting; appraisal of existing structure; aims; selecting an overall strategy; policies and proposals; importance of co-ordination; unresolved issues, application of Structure Plan to sub-areas; action areas; development control; land; financial considerations; phasing, dates and flexibility; role of illustrations in the Structure Plan; supporting information; the Report of Survey; and the ten year estimate.

According to the Scottish Manual the Structure Plan would fulfill seven closely related functions which are paraphrased as follows:

- (a) The interpretation of national and regional policies.
- (b) Establishing aims, policies and proposals so that the Structure Plan should contain a statement of the planning authority's aims for the area, and of the policies and major proposals designed to achieve these aims.
- (c) Bringing the main planning issues and decisions before the Secretary of State and the public so that the Structure Plans will be the means of bringing the authority's intentions and the reasoning behind those intentions to the attention of the Secretary of State and the public.
- (d) Providing a basis for co-ordinating decisions.

- (e) Providing a context for local plans so that the broad policies and proposals in the structure plan form a framework for the more detailed policies and proposals in local plans.
- (f) Indicating action areas - the structure plan should indicate any action areas and the nature of their treatment.
- (g) Providing general guidance for development control. 9.

The Structure Plan must be workable in terms of finance and efficient in the use of limited resources. The Manual says that the statement should contain an explanation of the methods used to examine the economic and financial viability of the plan, and show how the authority has resolved the competing demands for resources, perhaps through an assessment of the social and financial costs and benefits of alternative schemes or through rephrasing of projects. There should be co-ordination of the plans and proposals of the various local authorities and respective committees at all divisions as well as advice from government departments.

The Scottish Manual further indicates that the financial data in the Structure Plan should be of two types:

- "(a) In the case of action areas, an assessment of the cost of land acquisition, clearance and construction under different investment headings, together with income where appropriate.

- (b) Elsewhere financial estimates should be used to demonstrate in general terms the viability of the plan, including a broad estimate of the cost of the primary road network and the basis of the choice between alternative policies and proposals." 10.

Each of the major divisions of the Structure Plan should contain a financial estimate covering the ten years following the submission to the Secretary of State. The Structure Plan should also provide estimates of the level of private investment.

As different aspects of plans require different time scales in terms of completion, the structure plan should express these different horizons. The Manual gives its interpretation of this account in four ways:

- (a) by highlighting short term priorities; these projects will include the authority's programme of action areas and specific works to which they are committed elsewhere, such as roads or housing schemes.
- (b) by summarising the stages of implementation, by drawing attention to any key dates in the plan, and by giving a summary description of the situation at those dates.
- (c) by setting out the proposed population at 1981 and 1991 based on projections from the Registrar General.

- (d) some policies in the plan relate to long-term intentions such as the direction of urban growth. It will be inappropriate to attach dates or precise programmes to the implementation of such policies in the more distant future, but they should be included in order to present a fuller picture and to show their relationship with short-term proposals. ¹¹.

Flexibility is an important point to stress on Structure Plans due to their long-term implications. If the plans consist of broad strategy, avoiding too much detail, particularly in the longer term, and take account of the costs and benefits of alternative policies and plans, it should be possible to vary their speed of implementation according to prevailing conditions and later forecasts.

The essential feature of the diagrams included in the Structure Plans should be to explain or illustrate the proposals in the written statement. The diagrams should not be on an Ordnance Survey base as the structure is not to be locationally specific.

Due to time horizons of Structure Plans, the local authorities are required to include within the Structure Plan an assessment of the progress they hope to make in a ten year period following the submission to the Secretary of State. The length of this period can be flexible allowing for the authority's available projections and estimates.

b) Directives of the Scottish Development Department

The Scottish Development Department has issued its form of

guidance on Structure Plans through Circulars to the various local authorities. Although additional circulars on Structure Plans will probably be forthcoming from the Scottish Development Department, the major directives to date have been, in chronological order:

- (1) Circular 52; 9th July 1971 - The New Development Plan System
- (2) Circular 4; 6th January 1972 - Reform of Local Government in Scotland : Boundaries and Names
- (3) Circular 116; 19th September 1972 - General Information Systems for planning
- (4) Circular 103; 16th November 1973 - Local Government (Scotland) Act, 1973
- (5) Circular 51; 15th May 1975 - Town and Country Planning under the New Local Government System
- (6) Circular 28; 17th May 1976 - Development Plans
- (7) Planning Advice Notes (1 - 21), 1977/78
- (8) Circular 17; 1977 - National Planning Guidelines

Of these, the last three (Circulars 17, 51 and 28) are the most significant in terms of Structure Plan guidance.

The first, Circular 52, presented the New Development Plan System

and indicated that the ~~system would~~ not go into operation until after the Local Government Reorganisation. It emphasised the Written Statement and suggests that the supporting maps and diagrams were only to illustrate or clarify the statement. It also concluded ~~that plans were~~ intended to co-ordinate expression of the physical aspect of all the services and activities of the area. In many respects it ~~represented~~ some of the basic thoughts outlined and described in the Scottish Manual - Interim Version.

Circular 4 covers the Reform of Local Government in Scotland and suggests boundaries and names in general location and by districts although it makes the point that the word 'District' does not adequately portray or convey the meaning, but is used for the lack of a more adequate description.

The General Information System for Planning (G.I.S.P.) in the Circular 116, brings notice of the report prepared jointly from Local and Central Government Sources. The report centres on the information needed as a basis for sound decisions in the statutory planning processes which spreads over a broad spectrum. Most of this data is collected by a variety of bodies and stored in a multitude of forms which are difficult to assemble for analysis. It continues to identify the problem that many planning decisions are sometimes established without the benefit of the most suitable and current information and a significant amount of time and energy spent in pulling it together. The Report discusses the following:

"(a) Standardisation of recording data for planning purposes.

(b) A system (G.I.S.P.) for data handling and transmission for which further studies will be needed, both to test its feasibility and to develop the outline of a system."¹².

Circular 103 introduces the Local Government (Scotland) Act 1973 which provides for a new structure of Local government in Scotland as outlined in the White Paper (Cmnd. 4583; February 1971) 'Reform of Local Government in Scotland', following the report of the Wheatley Commission (Cmnd. 4150; September 1969). This Circular presented reference maps of Scotland which contained the proposed regions and districts.

Within Circular 51, 1975 the Scottish Development Department discusses town and country planning as prescribed under the new local government system for Scotland. It specifically outlines the responsibilities required of the planning authorities at the commencement of local government reorganisation from 16th May 1975 and onwards. Planning functions are divided in most regions between two levels of local government, the Districts and the Regions. The new system is envisaged as a progressive operation whereby the 3 main elements, regional report, structure plans and local plans gradually proceed and are manifested and implemented through time. Structure Plans are

succinctly described in this circular in sections 8 and 9 as follows:

- "(8) Structure plans, being statutory plans, form part of the development plan defined in Section 275 of the 1972 Planning Act, and should be prepared and processed in accordance with regulations made by the Secretary of State and then submitted to him for approval. They consist of a written statement setting out policy for the development and use of land with diagrammatic indications of the areas where the policies are to apply and the description of major proposals. They are to be prepared by regional and general planning authorities. The Secretary of State may give these authorities directions about the preparation of structure plans or may himself commission or prepare a structure plan if the local authority is considered to be in default.
- (9) Any one structure plan need cover only part of a regional or general planning authority's areas. It is not expected that any region or islands area will be covered by a single structure plan though this is not impossible in the case of the smaller authorities. Structure plans have to be publicized at various stages of their preparation and when they are submitted to the Secretary of State, he will consider objections to them. He is not required to hold a public inquiry

into these objections. Instead, there is provision for a public examination. This will allow the Secretary of State to decide which issues ought to be publicly examined in connection with a structure plan on account of their local or national significance. These will not necessarily be the issues raised by objections. There will be no obligation to hear all objections at the examination and the bodies and persons invited to attend will be those whom the Secretary of State considers to have a contribution to make to the discussion of the issues selected for consideration." ¹³.

This Circular also accounts for interim development control and associated powers allocated between the Region and the Districts. These measures will be discussed in greater detail in Chapter II.

On 17th May, 1976 the Scottish Development Department issued Circular No. 28/1976 which provided guidelines on the preparation of structure plans. The main points established by this circular are that the plans must be readily comprehensible by the layman; should concentrate on essentials; be realistic in the use of resources; avoid the glossy and the grandiose; be prepared briskly; and should be updated regularly. It states that a Structure Plan will take the form of a written statement which should be concise, free from planning jargon, and use no more detail than is necessary to provide the essential

reasoning and justification for the planning authority's choice of policies and proposals. The Structure Plan's function is to focus on the important strategic issues such as the settlement pattern, the scale and location of industry and employment, and mobility and the transport system. The regional councils are requested in this circular to establish firm policies for five years ahead when preparing the Structure Plan(s). It anticipates that Structure Plans may not be needed in all areas.

Under Section 1 of Circular No. 28 the Secretary of State lists the following general principles for the local planning authorities:

- "(a) Plan-making should never be an end in itself; each plan should serve a clear purpose.
- (b) The overall purpose is, broadly, to set out the planning authority's policies and proposals for the use of land and other resources in the best interests of the community; and to resolve conflicting pressures for or against the use and development of land; and hence to guide prospective developers, inform the public and facilitate speedy decisions on planning applications. In addition plans will in future guide the operation of the Community Land Scheme.
- (c) Plans must therefore be readily comprehensible by the layman. They should concentrate on the essentials; be realistic in the use of resources; avoid the glossy and the grandiose; be prepared briskly in accordance with a timetable set and adhered to by the

planning authority; and, once in force, kept up-to-date, for obsolete plans are useless.

- (d) Structure plans should be confined to issues of genuinely strategic importance.
- (e) Local plans should normally be adopted by the planning authorities which prepare them; the Secretary of State will seek to be involved only where issues of national importance are involved or where there is a clear evidence that statutory requirements have not been met.
- (f) A balance should be struck between the need for individuals and organisations to be consulted about planning proposals that may affect them, and the need for prospective developers in both the public and private sectors to get adequate guidance in the form of speedily produced, up-to-date plans.
- (g) Staff resources are limited, and should be concentrated on plan making for areas where changes are expected and pressures are likely to be greatest." ¹⁴.

The Circular further explains Structure Plans in terms of its coverage and timetable; its purpose and time horizon; its survey;

its form and content; and lastly, its review process. In so far as coverage and timetables of Structure Plans is concerned, Structure Plans need not be prepared for the whole of the region although the Secretary of State would expect a Structure Plan to be formulated in those locales where significant and conflicting claims on land and other resources need to be resolved. It notes the obvious fact that it would be advantageous in deciding the boundaries of Structure Plan areas in conjunction with local government boundaries. Since Structure Plans should be limited to strategic issues, the preparation of a Structure Plan should adhere to a definitive timetable as the initial background work of survey and policy formation compiled for regional reports should make it possible for the planning authorities to complete the preparation of a structure plan approximately one year after the authority has received comments on the Regional Report issued from the Secretary of State.

The purpose (and time horizons) of Structure Plans is described by the circular as being weighted toward physical planning although it must have regard to economic and social objectives and to resources. It states that economic and social policies may be mentioned in justification of the policies and proposals in a Structure Plan, but cannot in themselves be approved by the Secretary of State as part of the plan, which should primarily express the land use and development implications of the economic, social and other policies presented in the regional report. In terms of time horizon the Structure Plan should establish firm policies and proposals for a period of approximately 5

years from the date of submission, and should for another 5 years after the first develop a less definitive programme. It continues to say that a planning authority may look further forward than this 10 year period if they feel it necessary, or where appropriate give different periods for different Structure Plan areas and different subjects covered in the same plan. It is anticipated by the Secretary of State that Structure Plans will rarely look beyond a period more than 15 years after the date of Structure Plan submission.

The circular suggests that the authorities in their surveys should be selective and focus on essentials and not attempt to be comprehensive in all aspects of their area. Duplication of work should also be avoided.

The local planning authority is responsible to determine its main strategic issues for its plan area, and will probably include the following:

- "(a) the pattern of settlement: growth or decline of existing communities and establishment of new ones.
- (b) The scale and location of industry and employment.
- (c) Mobility and the transport system, and other issues where appropriate." ¹⁵.

Action area or areas in need of comprehensive treatment should be

included in the Structure Plan. The proper liaison should be established with the district planning authority which is the authority committed to the preparation of the Action Area Plan.

The Circular 28 also provides for the review of Structure Plans which it describes as a continuous process that should be flexible with the passage of time and capable of changing to reflect the current circumstances. In lieu of a definite period it says that in any case, before the first five years from the plan's submission have elapsed, the Structure Plan should be up-dated to cover policies and proposals for a further five year period.

The new statutory provision for public participation was established for both Structure Plans and Local Plans. This circular prescribes that the purpose of this public participation stage is:

- "(a) to inform the public.
- (b) to elicit information and new ideas.
- (c) to test the validity of survey findings, policies and proposals.
- (d) to measure public opinion." 16.

The circular does not suggest techniques that the planning authorities might use to satisfy the public involvement. It goes further to say that there have been many techniques but none are effective in all situations. So the onus is on the local planning

authority to use the technique(s) suitable for their area. The levels of intensity of public involvement should be weighted more in the preparation of Local Plans and more in a political context on the Structure Plan area. This will be discussed in more depth in Chapter II.

After Circular 4/75 the Scottish Development Department began publishing a series of planning policy advice notes designed to assist preparation of Reports and Statutory Plans. The titles so far published are:

1. Agriculture in Scotland.
2. Forestry Guidelines.
3. The Countryside.
4. Forecasting Employment for Regional Reports and Structure Plans.
5. Planning for Sports, Outdoor Recreation and Tourism.
6. National Coal Board (Scottish Area) Trends and Developments 1975 - 80.
7. Planning and Electricity.
8. Demographic Analysis for Planning Purposes.
9. Nature Conservation Guidelines.
10. British Rail in the Scottish L.G. Regions 1976-85.
11. Scottish Economic Monograph.
12. The Scottish Fishing Industry.
13. Planning and Geology.
14. The Approach to Development Planning.
15. Structure Plans : Form and Content.

16. Local Plans : Form and Content,
17. High Pressure Methane Gas Pipelines,
18. Survey,
19. Publicity and Consultation.
20. The Local Plan Proposals Map.
21. The Structure Plan Key Diagram.

Of these Planning Advisory Notes (PAN) numbers 14,15,18,19 and 21 played an important part in the re-think procedure on the Structure Plan. For example, PAN 21 was responsible in changing the original grid format of the draft Structure Plan's Key Diagram as will be shown in Chapter III. The major problem associated with these Advisory Notes was their sporadic release. Often the Region received the Advisory Notes after it had decided on their method of approach, and invariably, had to go back and restructure its original work to correspond approximately with the Scottish Office's Planning Advisory Notes.

More recently under the Scottish Development Department Circular 17/1977, a series of "National Planning Guidelines" have been issued which give indications of Central Government policies which should be taken into account by Planning Authorities when preparing plans. The subjects covered by these Guidelines are:

- (a) Sites for large-scale Industry
- (b) Petrochemicals
- (c) Agricultural Land
- (d) Nature Conservation

(e) Landscape and Recreation

(f) Coast

Essentially, these guidelines identify the general boundaries of the areas of National interest. These new guidelines do not only provide a guide to the preparation of developments plans, but also, guide in dealing with development applications. The new policy of allowing more freedom to the Planning Authorities in giving permission for development contrary to their Development Plans will not extend to issues identified as of national significance. The Diagram included with the National Planning Guidelines covers a large portion of Strathclyde Region, and any relevant planning application may be required to be notified to the Secretary of State where the development is likely to raise a national issue, as defined by the Guidelines.

The Guidelines indicate that the following criteria should be used:

- " - large scale industrial developments requiring a site over 100 hectares,
- small scale industrial development on a proposed large industrial site,
- proposals requiring more than 5 ha of A+, A and B+ agricultural land
- any development proposal affecting Grade 1 and Grade 2 Nature Conservancy Council sites,
- development in National Park Direction Areas, and
- certain development within preferred conservation zones on the coast."¹⁷.

From these Guidelines it appears that the Scottish Office is intending to take an increasing initial involvement in the new Development Plan system which could be considered as being contrary to the original assumption of the new Development Plan system in which the Secretary of State would become less involved in the local planning system. These guidelines expose the question of interpreting what the differences between Regional and National issues are.

3.) STRATHCLYDE'S INTERPRETATION OF THE LEGISLATION

This section presents Strathclyde Region's interpretation of the legislation and the Scottish Development Department's Directions in the initial formulation of the structure planning process. It examines the role of the structure plan process in comparison to that of the Strathclyde Regional Report. It also poses the basic alternatives available in terms of structure plan coverage and actual number of plan(s) involved.

The first Strathclyde Regional Report outlined the foundation for strategic planning. The strategy it has shown will be reviewed and updated on an annual basis to reflect changing circumstances along the lines of strategic planning. This annual period coincides with the annual corporate and budget exercise of the Regional Council, and as such, should provide essential information. The strategy will be consolidated in the structure plan process. The Structure Plan(s) will in most cases follow the guidelines of the Regional Development

Strategy. This process will be further explained in Chapter II.

As the legislation and Central Government Guidelines did not specify what the coverage of structure plans should be or did not indicate the number of Structure Plans, Strathclyde had to form a decision on the number and location of Structure Plans within its boundaries. The initial question looming in front of the Region was one of defining these boundaries to encompass the Structure Plans.

These first areas were called 'Priority Structure Plan Areas' and were defined as to embrace the following:

- (a) the denser areas of population in the Region, so indicating the greater part of the population but considerably less of the territorial area of the Region;
- (b) those areas of the Region which exhibit the greatest complexity of inter-related land uses;
- (c) those areas which present the greatest problems of employment change and urban renewal; and
- (d) those areas which involve the greater proportion of population redevelopment within the Region, either in the recent past or the foreseeable future.

In late 1975 the emphasis of preparing structure plans for Priority Structure Plan Areas shifted to the concept of completing one Structure

Plan blanketing the entire Strathclyde Region. This change occurred after much discussion and debate within the Department of Physical Planning of Strathclyde Region. Although the reasons are not exactly clear why this decision was made, it was felt that one of the major reasons in support of the blanket coverage was in fact the size of the Region both in population and land area. It was obvious that the Region needed to be surveyed as a whole to determine the primary issues facing Strathclyde, and that a strategy needed to be devised on a scale large enough to have impact on the entire Region.

This approach could be compared to a more piecemeal and fragmented approach of preparing multiple Structure Plans for many different areas. It could also be assumed that one Structure Plan would be more flexible in the sense that it could be updated or changed on a more comprehensible level and on a more frequent basis. Also it is believed that the Region thought it could more effectively handle more specific issues and problems through the use of Local (Subject) Plans to cover subject areas such as green belts, minerals, waste disposal and so forth at a later point in time when it suited the Region.

If anything, the Regional Report had indicated the magnitude of the problems facing Strathclyde Region which perhaps highlighted the need for a very strong and effective strategy through one all-encompassing and hopefully powerful Structure Plan. In the end, the decision was politically accepted for this single strong-arm Structure Plan approach. However technically desirable this may have appeared to be, little weight seemed to have been given to the potential public participation difficulties which in the event flowed inevitably from the sheer scale of the wall-to-wall Structure Plan.

This first and all-encompassing Structure Plan for Strathclyde Region will probably follow the guidelines of the Regional Development Strategy contained in the first Regional Report, and will likely depict in detail its land use implications. This Structure Plan will probably consist of a two-level statement in which one will be a complete Regional Development Strategy showing the important policies and programmes applicable to the Region, and the other will interpret policy at an appropriate depth to handle the local planning aspect. This single Structure Plan will, no doubt, present a survey of the existing resources, facilities and services, and appraise current levels of activity, recent trends, problems and opportunities. This Structure Plan is intended to be flexible, and all policies and programmes will probably be monitored and reviewed to adequately adjust to further changes in the structure of the Region. The analysis progresses from this legislative and interpretive stage onto the actual planning process involved during the preparation of this single Structure Plan for Strathclyde Region.

CHAPTER II

THE FRAMEWORK AND DESIGN OF STRATHOLYDE'S

STRUCTURE PLAN PROCESS

CHAPTER II. - THE FRAMEWORK & DESIGN OF STRATHCLYDE'S STRUCTURE PLAN PROCESS

1.) DEPARTMENTAL ORGANIZATION

The establishment of the framework and design of the structure plan is, to a certain extent, a reflection of the approach taken in the departmental division of the organisation assigned to prepare it. A planning department structure is geared to perform varied functions. Whether or not these tasks are efficiently dealt with or completed depends on the division as well as the degree of individual professional expertise which operated the various sections. It would seem obvious that the importance of allocating the right professional staff to the particular teams would have an overall input to the quality and effectiveness of the end result in the planning process.

At the time of re-organisation of local government, there was virtually no change in staff, and the planners involved in the old Development Plan system moved on to accept positions in the new authorities. This was especially the case in terms of the higher positions such as the Directors and their immediate assistants. This raises the point that a system is only as good or effective as those operating it. A good portion of the negligence of the previous Development Plan system was placed on the system itself with little emphasis on the operators. It remains to be observed if these same operators can effectively instigate and work the new system as its creators envisaged it to function.

In this analysis the end product or result is the Structure Plan for Strathclyde Region. This section will present the organisational

divisions of the Physical Planning Department on which the burden of preparing the Structure Plan is placed, and also, their relationship to the structure plan process.

Prior to the official commencing date of the 16th May 1975, in which re-organisation of local government in Scotland began, the Regional Council of Strathclyde appointed the executive Directors and Depute Directors of the various Regional Departments. After several meetings and considerable discussion, the remits and the organisational framework and system of the Regional Departments, slowly evolved.

The Department of Physical Planning was assigned the major responsibility of fulfilling and satisfying the new Planning requirements associated with the local government re-organisation and the new regional planning legislation pertaining to Scotland. The first major task facing the Physical Planning Department was the preparation of the first Regional Report for Strathclyde Region, and the second prime remit was to prepare a Structure Plan for the Region under the framework of the new legislation. In addition to these Development Plan requirements, the Department was in charge of handling and processing Development Control matters which were of regional significance. This included the passing of comments and observations of the Regional Council on all planning applications which were of Regional significance and especially where new planning issues were raised.

To satisfy and fulfil these duties the Physical Planning

Department was divided into four major sections. To clarify this section a chart of the structure of the Physical Planning Department has been provided on the following page. The four major divisions of the Department, are as follows:

- (1) Regional Report; Research and Intelligence; and
Economic Policy.
- (2) Special Functions.
- (3) Structure Plans and Development Control.
- (4) Project Co-ordinator and Administration.

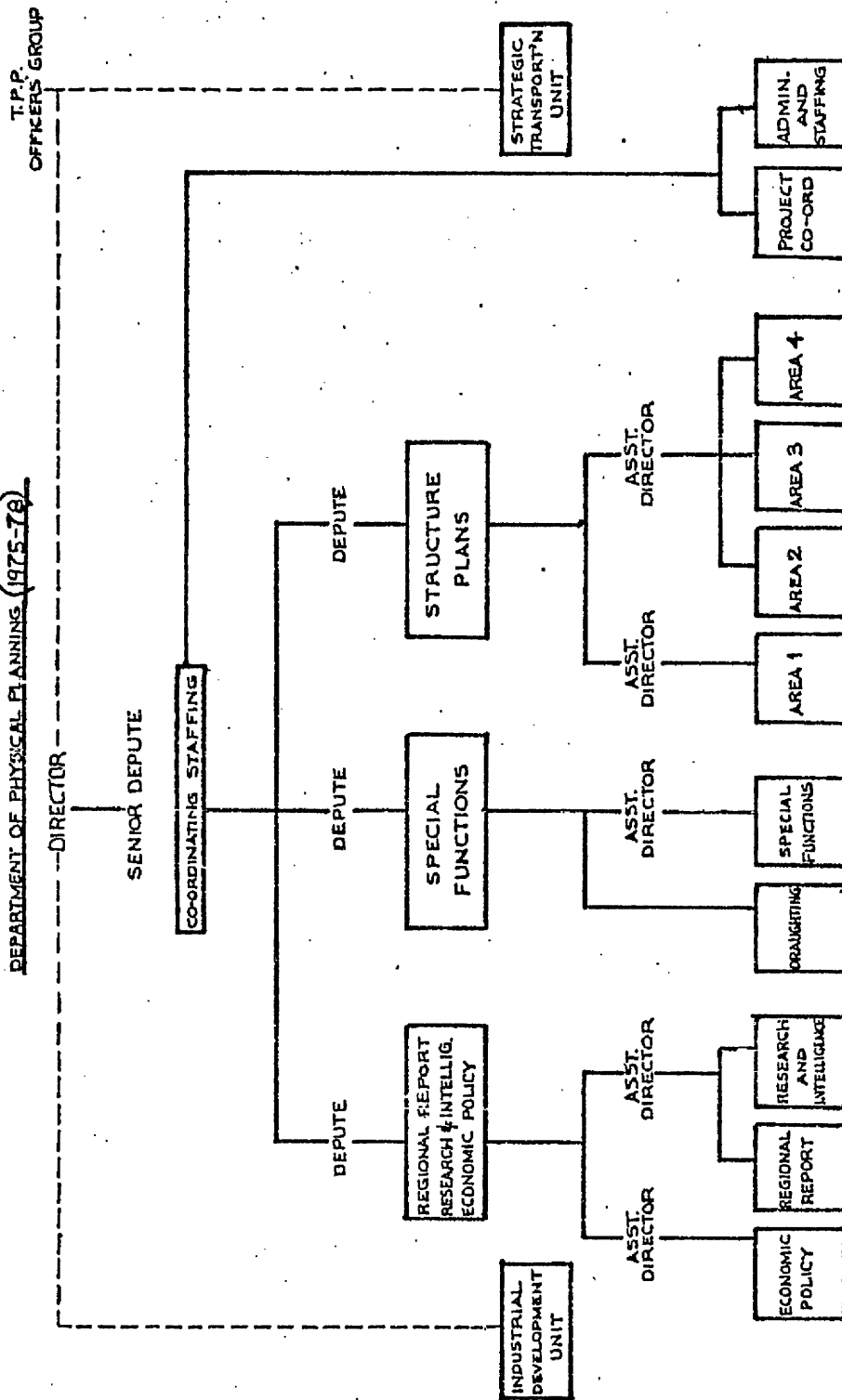
The Department is headed by a Director and a Senior Depute who are responsible for the actions and governing of the whole Department. Their roles are essentially co-ordinating and directing the functions of the Department in the completion of its designated duties, and the passing of the Department's recommendations to the Regional Planning and Development Committee for their acceptance, or as the case may be rejection. Also, the Director of the Physical Planning Department acts as the chief for two other sections which are the Traffic, Transportation and Strategic Transportation Unit, and the Industrial Development Unit.

The following paragraphs of this section provide a further insight into the four divisions of the Department, and elucidate their functions and staff resources allocated to accomplish their assigned tasks.

CHART 3.

STRATHCLYDE REGION

DEPARTMENT OF PHYSICAL PLANNING (1975-78)



The first division, (1) Regional Report, as shown on the Chart, is headed by a Depute Director and two Assistant Directors. One of these assistant Directors co-ordinates two planning teams, Regional Report, and Research and Intelligence. The Regional Report team's prime function is the preparation of the Regional Report in accordance with the directives of the new planning legislation. As this first Regional Report represented the basis for the first strategic planning in Strathclyde Region, this section is also responsible for monitoring and updating the Regional Strategy as changing circumstances dictate as well as preparing an annual review in co-ordination with the Regional Council's annual budget. The staff resources for this task were originally conceived as being comprised of a team totalling eleven members and headed by a group leader. The type of planning expertise was intended to consist of two senior planners and one assistant planner all with economic backgrounds. The remaining team members were to be a professional economist, a sociologist, and the rest would be graduate trainee planners.

The other team under this assistant director, would be responsible for most research and intelligence work, which was requested from all the divisions within the Department of Physical Planning. This team consists of a senior researcher; two assistant researchers; one researcher and one systems analyst; and two graduate trainee planners.

The other Assistant Director heads or controls the Economic Policy Section. This particular section's remit is to evaluate the economic

policy for Strathclyde Region. This special team is directed by a group leader, a senior planner with an economic background, an assistant researcher, and assistant planner, a researcher, and engineer, and two graduate trainees.

Another Depute Director, depicted as the second on the chart, is in charge of the division named Special Functions. Under Special Functions there are two major teams, which are draughting being directly responsible to the Depute Director, and the other, Special Functions being supervised by a special assistant director. The Draughting team consists of a chief draughtsman; a senior graphics designer; an assistant draughtsman; eight draughtsmen (four "A" Class and four "B" Class); a photoprint operator; and two assistant photoprinters. It is obvious this section's purpose is to provide the draughting expertise necessary to produce the Regional Report, and Structure Plan Documents, and other ancillary tasks for the Department.

The other team, designated Special Functions, was originally divided into three different teams, Special Services, Environment, and Countryside and Tourism. All three were to be co-ordinated and supervised by the Assistant Director. The Special Services team consisted of a group leader followed by a senior planner, a senior valuer, a senior surveyor, a senior mining engineer, a geologist, a valuer, and a graduate trainee. This team's remit was to provide expert advice in its respective fields for the rest of the Department.

The Environment Team was managed by a group leader and under him

were two environmental officers, a planner and a graduate trainee. The function of the team was to provide information and furnish proposals in regard to the Region's general environment.

The third team, Countryside and Tourism was responsible for all countryside and recreation and tourist related activities as well as providing expert advice to the other sections of the Department. This team was comprised of a group leader; a senior architect; two countryside officers; an ecologist; and a graduate trainee.

The Third Depute Director is in charge of the Structure Plan Division. The basic responsibilities or function of this Division is to produce a Survey Report and Strategic Issues, and a Structure Plan for the entire Strathclyde Region, to process requests from the various District Authorities to prepare local plans; and lastly, to handle development control matters and to communicate with the various District Authorities when the need arose. The Structure Plan Division was divided into four different teams to cover specific areas of the Region. These areas are the Central Conurbation, the Eastern Conurbation, Ayrshire, the Western Conurbation, and Argyll and Bute.

The Central Conurbation Team is headed by an Assistant Director and covers Glasgow, Bearsden and Milngavie, and Eastwood Districts. Under the Assistant Director, there is a group leader, two senior planners, two planners, and four graduate trainees.

The other Areas 2, 3, and 4, as shown on the chart are supervised

by another Assistant Director. Area 2, known as the Eastern Conurbation is comprised of Strathkelvin; Cumbernauld and Kilsyth; Monklands; Motherwell; Hamilton; Lanark and East Kilbride Districts. This team is led by a group leader, a senior planner, an assistant planner, a planner and two graduate trainees.

The Third Area Team is responsible for the Western Conurbation which includes Renfrew, Clydebank, Dumbarton, Inverclyde Districts and also the rural area of Argyll and Bute District. This team likewise consists of a group leader, two assistant planners, two planners, two graduate trainees, and a technician.

Lastly, the area 4 Team covers the Districts of Cunninghame, Kyle and Carrick, Kilmarnock and Loudoun, and Cumnock and Doon. The group is led by a group leader, and assistant planner, two planners, and two graduate trainees.

The last Division of the Physical Planning Department shown on the Chart is the Project Co-ordination, and Administration and Staffing. These two Sections are supervised by the Senior Depute Director and consist of a project co-ordinator and his assistant who are responsible for intra-departmental co-ordination of tasks, responsibilities meetings and projects. The Administration and Staffing team provides services such as filing systems, typing, supplies and other support activities for all the other Divisions in the Department.

It should be noted that the three major divisions are not insular sections in their right, and one should not assume from the preceeding organizational descriptions that the major divisions do not liaise with one another. A good example of this is the close liaison between the Regional Report and Structure Plan teams in the first year of the Region's existence. During this time both teams worked together in quickly achieving a survey and data base to formulate the first Regional Report and later on, the first Survey Report for Strathclyde. It was this pooling of resources from both divisions within the Department that made it possible to produce both these documents within their prescribed time horizon.

2.) GENERAL PRINCIPLES OF THE STRUCTURE PLAN PROCESS AND ITS RELATION TO THE REGIONAL REPORT AND THE DEVELOPMENT PLAN SYSTEM

a) Relationship to the Regional Report

The Structure Plan Process for Strathclyde Region is intended as a strategic planning framework for the physical change and development which the Regional Council wishes to materialize in the Region over a short to medium period. Basically, it should spell out the key social, economic and physical problems and the various policies, programmes and proposals which the Council intends to pursue in order to make improvements in the Region as a place to live and work.

The Structure Plan Process provided the physical planning context in which the District Authorities and other public and private agencies could formulate plans for specific areas or investment programmes in Strathclyde Region. The first Strathclyde Regional Report is related to the Structure Plan Process in that it initially drew on the same basic data and information about the problems and

opportunities in the Region. Both documents, the Regional Report and Consultative Draft Structure Plan, contain expressions of a Regional Development Strategy with the Regional Report emphasizing the strategic planning policies of the Regional Council and the Consultative Draft Structure Plan giving detailed physical expression to them through policies, policy proposals, and implementation proposals.

This first Strathclyde Regional Report can be viewed as a reflection of corporate planning, and the first Structure Plan should pertain to strategic land use planning with corporate input, consideration and influence. However, it should be noted that the first Regional Report is an integral part of the Strathclyde Structure Plan Process as it defines the basic Corporate Regional Strategy; outlines the Region's Guiding Principles; and states the general priorities and policies pertaining to economic policy, housing, areas for priority treatment, rural areas, environment, transportation and infrastructure, planning procedures, and lastly, the financial and corporate implications.

Both the Regional Report and the Structure Plan have a definitive and different standing in the legislative statutes, and both handle strategic planning proposals to a different level of aggregation. These variations reflect the different purpose of the two documents within a composite, flexible, and continuous process of corporate and strategic land use planning. The Regional Report can be described as forward or initial document in determining Regional Council policy and presenting it to the Secretary of State for his unofficial and non-statutory assessment and approval prior to formal agreement of the indepth programmes of action. On the other hand, the Structure Plan

is best depicted as a continuous process of action based upon policies and proposals founded upon the previous approval of a basic strategy as manifested in the Regional Report.

The distinct purpose of the Structure Plan and its simultaneous relationship to the comprehensive policies of the Regional Council, voiced through the Regional Report, was described in the Paterson Report on Organization and Management in the new authorities which has been paraphrased as follows:

The new system of structure and local plans is intended to embrace all policies of the authority, social and economic as well as those which directly affect the physical environment, whether or not these policies are implemented under Town and Country Planning procedure. Thus there are areas of common interest between policy planning and structure planning have led some people to believe that the Structure Plan will become, in effect, the authority's policy plan. We consider this to be a misconception because although the Structure Plan is concerned with economic, social and environmental ends, it is still oriented towards the specification of purely physical means. 18.

In order to clarify this relationship between the Regional Report and the Structure Plan process, the legislative definition and intentions of the Regional Report will be presented. The concept of the Regional Report was first included in the Local Government (Scotland) Act 1973 which authorises the preparation of Regional Reports by regional and general planning authorities. The report was to be based upon and rationalised by the findings of a survey, and the content to be comprised of planning policy proposals for the whole or part of the authority's district. In the case of Strathclyde Region, a Regional Report was prepared which enveloped the whole Region as prescribed by the Secretary of State under the Town and Country Planning (Regional Reports) (Scotland) Direction 1975. This Direction indicated that each regional and general planning authority should submit a Regional Report to the Secretary of State by the 16th May 1976, and also, should provide that every Regional Report submitted should:

- "(a) cover the whole district of the authority;
- (b) identify areas where the authority considered that significant positive planning action was needed in the near future; and
- (c) indicate what form of planning action was considered necessary in each of these areas

and to what extent this was likely to require a variation of existing investment patterns." 19.

The Regional Report does not form a part of the statutory development plan system, and likewise, the Regional Report is not a statutory document. In many respects the information and matters assimilated in the report will correspond to those formulated in the Structure Plan process. Both documents are constrained within a fixed boundary of available resources, so they should reflect similar or complementary policies.

The Planning Exchange in their publication "Developments in Planning Law in Scotland 1973-76", on page 8 provide an insight on the concept of Regional Reports:

"Regional Reports were envisaged as serving a variety of purposes. When the Local Government Bill was before Parliament Mr. George Younger, Under-Secretary of State at the Scottish Office, declared that the regional report procedure might provide an opportunity for an authority 'to commission and carry out a regional study and present it as a report, in the way that central government has arranged with groups of local authorities in the last five or six years'. Alternatively, a regional report might provide a 'basis of discussion' between the Secretary of State and the authority on general planning policy. Or

the report might provide a basis of guidance for the preparation or review of structure plans. A further and important function of a regional report (which can be prepared much more quickly than a structure plan) might be to fill the gap in the initial years of the new development plan system while the structure plans are being built up." ²⁰.

The first Strathclyde Regional Report has clearly been the vehicle in carrying out all the intended purposes envisaged by the central government as presented above, and has played an integral part in the Strathclyde Structure Plan Process.

b) Relationship to Local Planning Activity

During the Structure Plan preparation certain Local Plans, covering areas programmed for short-term development were being prepared by the District Authorities. These Local Plans, due to their special nature, did not materially affect the strategic development of the Region and were given permission to be prepared. Before the submission and approval of the Structure Plan, the Region arranged with the Districts for Local Plans to be preceded by the Local Plan Briefs which became an agreed basis for the Local Plan preparation. The Local Plan Brief was a system the Region devised to investigate requests by the Districts to prepare a Local Plan. By law the Region had to inform the District within 3 months whether or not they could proceed with preparing a Local Plan before the Structure Plan was approved. To make these requests systematically easier to handle, a number of standardised forms were to be completed when a request to prepare a Local Plan was received. Once these forms were completed, all the information from the forms was considered, and the Department of

Physical Planning would make its recommendation and pass it onto the Regional Planning Committee for its acceptance or rejection. This total process is referred to as the Local Plan Brief, and an example of this system has been included in Appendix A.

Also, during this interim period before the submission of the Structure Plan the Region passed its comments and observations to the District Authorities in respect to specific planning applications of strategic importance. Where an application raised a new planning issue the Regional Council could exercise the "call in" of the application for Regional determination.

The Region had decided that the Structure Plan should take the form of an overall Regional Development Strategy, describing in broad principles the future development of the Region, and its four sub-regional areas while covering in greater detail the main urbanised areas of Glasgow and the Eastern and Western Conurbations of the Clyde.

The purpose of this arrangement in terms of specific areas was to clarify the regionwide issues which were of common concern to most people and organizations, and separate these from local issues which had more specific relevance to particular parts of the Region. Strathclyde is such a large Region that its sub-division on a geographical basis was essential if strategic planning issues were to be given real significance and meaning at a more local level. This was particularly important as far as public participation exercises were concerned.

It was understandable that local people might wish to see and have the opportunity to question the wider context in which policies,

programmes and proposals for their area were evolved. It was for these reasons the Draft Structure Plan took the form of regionwide development strategy with component sub-regional plans.

o) The Regional Development Strategy

The Regional Development Strategy contained a survey of the existing resources, facilities and services within the Region under the following broad headings or subject categories, together with an evaluation of their current level of activity or use, recent trends, problems and opportunities. Current policies and programmes of public and private agencies were described together with factors affecting future change. From an analysis of this information an assessment of possible future needs was made and the Regional Development Strategy policy options were developed. The following list encompasses the various subject categories in which policy options were proposed:

- Population/Housing
- Employment/Industry
- Commerce (including shopping, offices and entertainment)
- Communications (including public and private transport)
- Social and Community Provision (including health, education and social services)
- Recreation and Leisure (including tourism)
- Coast and Countryside
- Utilities and Services

When this draft phase of the Structure Plan was completed at both Regional and Sub-regional level, consultation was arranged with other

local authorities, government bodies, community councils and special interest groups. The purpose of this procedure was to provide the opportunity for the public to express their views on the Regional Council's analysis of the Regionwide and more local issues and on the options or alternatives which appeared to be available to deal with problems or to capitalise on opportunities.

The outcome of this process was in effect the brief for the production of the Structure Plan as the programme for action in Strathclyde Region.

3.) PROPOSED PROGRAMME OF OPERATION IN THE PRODUCTION OF THE STRUCTURE PLAN

This section has been included to provide the conceptual pattern of time in which the Structure Plan will be prepared and updated over a continual horizon. The two Charts on the following pages illustrate the programme for the production of the Structure Plan and the related back up documents. Chart 4 depicts the approximate Structure Plan Horizon, and Chart 5 presents the Structure Plan Programme.

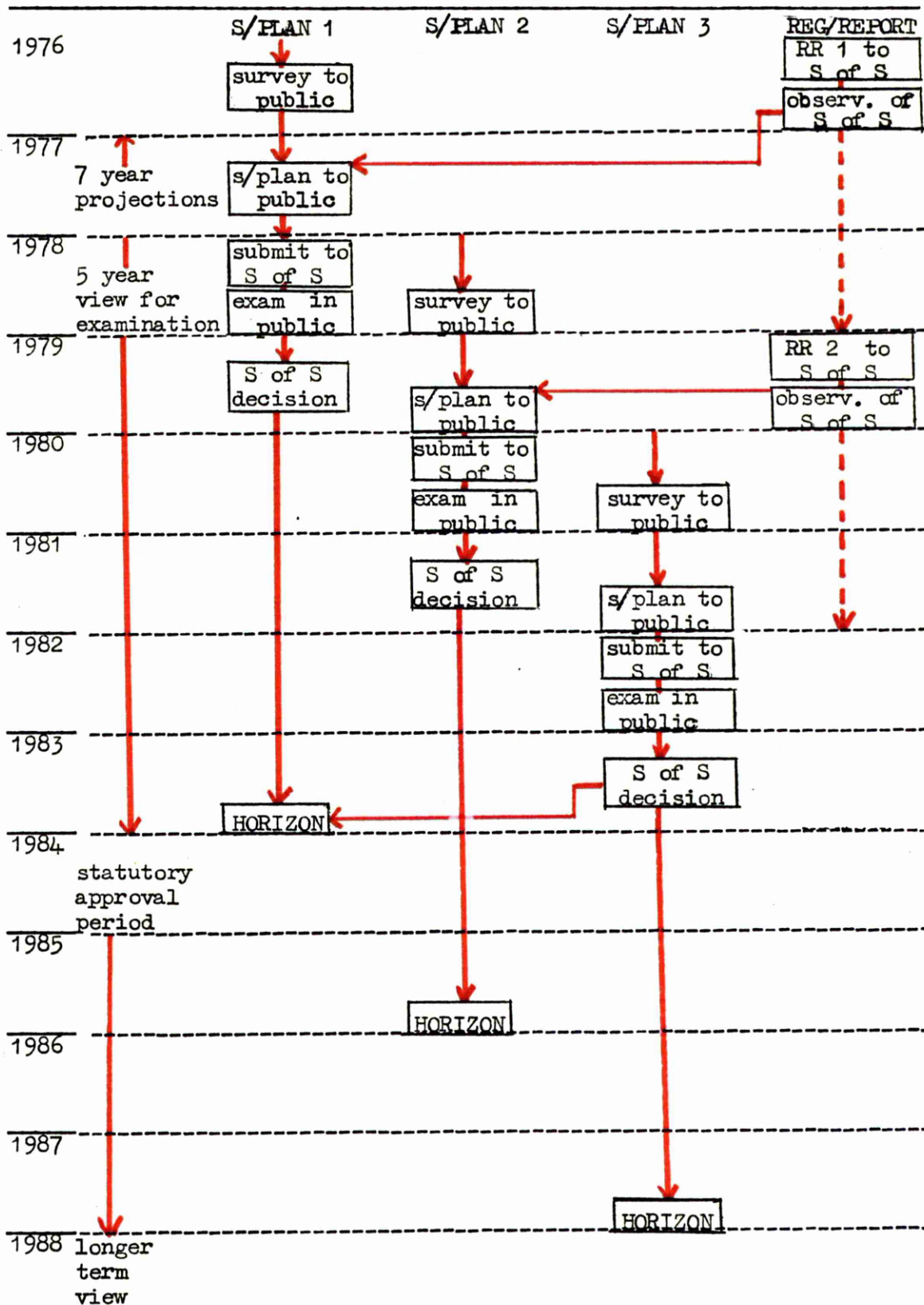
Chart 4 presents the Region's envisaged Structure Plan Horizon as of November 1977, and refers to events still to come in the acceptance of the first Structure Plan. These events will be explained in a chronological order. After the Consultative Draft Structure Plan went to the public in the autumn of 1977 and their views were expressed on it, the Region assessed these comments from the public

consultations, and is currently making revisions in the Draft Structure Plan where it thinks appropriate. When these revisions are completed a Final Draft Structure Plan will be submitted to the full Regional Council for their approval, and then it will be submitted to the Secretary of State for Scotland. After he receives it, he is required by the Local Government (Scotland) Act 1973 to call for an "Examination in Public". This examination procedure abolishes the right of an objector to be heard by the Secretary of State and the subsequent public inquiry into his objections. The Secretary of State is required to appoint a person to conduct an "Examination in Public" for such matters affecting his consideration of the particular Structure Plan as he considers need to be examined. The Secretary of State selects the issues to be considered, and also, determines which people and bodies are to participate in the examination regardless of who has made objections. The "Examination in Public" will probably take the form of an informal discussion led by the person appointed by the Secretary of State.

Chart 4 also shows the first envisaged Structure Plan for Strathclyde Region and its intended relationship on a time basis with the succeeding two Structure Plans. There is clearly expected to be an overlap between Structure Plan 1 and the following Structure Plans 2 and 3. It is not absolutely clear how this overlap will function, but it is anticipated as the Structure Plan is intended to be a flexible and continual process that the documents will lead onto one from the other and be consistent in terms of fulfilling the Regional Strategy. The second Structure Plan could perhaps be looked on as a document to re-adjust the first Structure Plan in the areas where monitoring of the first Structure Plan has shown deficiencies or a definite lack of effectiveness. It could also be geared to meet any

CHART 4.

STRATHCLYDE'S STRUCTURE PLAN HORIZON



SOURCE: Department of Physical Planning, Strathclyde Regional Council
November 1977

new pressing issues facing the Region that were not significant or apparent when the first Plan was derived. The essential argument is that the Region is constantly evolving from one state to another, and these overlaps of two years in the time horizon are hopefully capable of producing plans to reflect any changes and new problems facing the Region.

Chart 5 shows the original planned programme of the first Structure Plan, and the current actual programme alongside it for comparative purposes. It is apparent from this Chart 5 that the Consultative Draft Structure Plan was four months behind its original schedule. The decision to delay its release was mostly a political one which centred on timing. It was felt by the Region that a release in the summer months would elicit a poor public response to the Draft Plan, and also, many officials and politicians would be on holiday during this period and would be unable to participate in public consultations and exhibitions on the Draft Plan.

The original programmed date for the first final Draft Structure Plan to be submitted to the Secretary of State was earmarked for September 1977. This date has thus far been changed and set ahead twice. Once it was programmed for January 1978, and now the latest date for submission is sometime in early 1979. The rationale behind these further delays centred on the magnitude of criticisms received by the Region from the Districts, the New Town Development Corporations, the Secretary of State, and others on the form and content of the Consultative Draft Structure Plan. For instance, the data and statistics contained in the Draft Plan were questioned for their accuracy, and the grid like format of the Key Diagram was unpopular with many. Some of these criticisms will be discussed further in Chapter V.

The first Structure Plan's period of data collection, analysis and presentation which was completed in the Autumn of 1976 had paved the way for the completion of the Draft Plan for final consultation in late 1978.

CHART 5.

STRATHCLYDE'S STRUCTURE PLAN PROCESS

PAST AND PRESENT PROGRAMMES

Document Description Or Major Event	Dates	
	Original Programmed Date	Actual or Anticipated Present Programme
1. The First Regional Report	May 1976	May 1976
2. Secretary of States's Observations on the Regional Report	September 1976	October 1976
3. Strathclyde's First Survey Report	May 1976	August 1976
4. The Main Strategic Issues for Strathclyde	January 1977	May 1977
5. Consultative Draft Strathclyde Structure Plan	May 1977	October 1977
6. Final Draft Strathclyde Structure Plan Submission to the Secretary of State	September 1977	'?' Early 1979
7. Examination in Public on the Final Draft Strathclyde Structure Plan	December 1977	'?' Mid 1979
8. The Secretary of State's Decision (latest hoped for date)	Early 1979	'?' Early 1980

NOTE: Anticipated Present Programme Marked '?'

SOURCE: Information from the Department of Physical Planning
Strathclyde Regional Council

The period from Autumn 1976 to the presentation was the evaluation stage whereby programmes and policies were observed and their ramifications discussed with other public and private interests.

The entire programme was co-ordinated with the production of the Regional Report and the Secretary of State for Scotland's view on policy issues raised in the Regional Report of May 1976. This provided a background to the debate on the Structure Plan Survey Report which was made public in the Autumn of 1976.

The public participation on the Survey Report and on the Structure Plan was focussed on key sub-regional centres, throughout the Region, and the formal public participation was centred in Glasgow for the regionwide development strategy.

Detailed discussions have been progressing since the Autumn of 1975 with the Central Government (Scottish Development Department) and the District Authorities. These discussions or liaisons were based on the form and content of the Structure Plan and the proposed programme for its completion, and will play an important part in the Plan's final acceptance.

4.) THE PREPARATION OF THE SURVEY REPORT AND THE STRATEGIC ISSUES FOR STRATHCLYDE REGION

This section looks at the Survey Report which is the formative stage in the process leading towards the production of the Structure Plan. To this end, the Survey Report will be viewed in terms of its historic basis, form, content and public presentation.

The past regional planning history for Strathclyde Region has provided a solid basis on which the Region could better explore and collect data for the Survey Report. Although not covering the exact territory as the Survey Report, the two former Regional Plans, the Clyde Valley Regional Advisory Plan (1945), and the West Central Scotland Plan (1974) were instrumental in providing a regional planning framework.

The West Central Scotland Plan (1974) has been particularly useful in its inputs towards the Survey Report as many of the issues and problems facing the core of the Region during the West Central Scotland Plan's life have been continuing to plague the Region today. For example, the West Central Scotland Plan drew attention to the large out-migration from the Region; signalled the decline of the City of Glasgow and the push of people and jobs to the peripheral areas, the new towns, other parts of Britain, and abroad; and also, highlighted the grave economic and environmental problems besetting the Region.

In some circumstances both the first Strathclyde Region's Regional Report and Survey Report have magnified many of the issues and problems raised in the West Central Scotland Plan, and have verified and confirmed them with updated surveys, information, statistics and data to reflect the current situation and climate in Strathclyde Region. Another beneficial contribution was that a good number of the planning staff in the West Central Scotland Plan's organization joined the Strathclyde Regional Departments of Physical Planning and Policy Planning at the start of the Local Government Reorganization, and no doubt, their experience and influence played a significant part in shaping the Regional Report and the Survey Report.

The form of the Strategic Issues for Strathclyde: Survey Report 1976, consists of a foreword providing the overall context for the report, an introduction which explains what the report is for, what is in it, how people can respond, what happens next, what is the planning situation in the region, and what are the strategic issues. Following this is a summary of all the Key Issues throughout Strathclyde Region. Next the Survey Report presents the problems facing the Region and the key issues which the Regional Council feel are the most important. After this, the Survey Report ventures into the more specific problems facing five specially earmarked sub-areas. These areas, as mentioned elsewhere in this analysis, are the Central Conurbation; the Eastern Conurbation; the Western Conurbation; the Ayrshire Sub-region and the Argyll and Bute Sub-region.

In terms of emphasis on the general and the specific the Survey Report was structured to depict two forms or types of issues. One kind was applicable to the entire Region and the other was representative of local concern in the specific sub-areas. The reasoning behind these two levels of issues was, as the report states, a means whereby public participation would be simplified in the sense it would allow individuals, the Districts and special interest groups to have a general picture of regional problems and opportunities while at the same time giving a more detailed view of the Clyde Valley

Conurbation, Ayrshire and Argyll and Bute.

The nineteen District Authorities within these conurbations and areas in the Survey Report are as follows:

The Clyde Valley Conurbation

Central Conurbation

- (2) Glasgow District
- (2) Bearsden and Milngavie District
- (3) Eastwood District

Eastern Conurbation

- (1) Strathkelvin District
- (2) Cumbernauld and Kilsyth District
- (3) Monklands District
- (4) Motherwell District
- (5) Hamilton District
- (6) Lanark District
- (7) East Kilbride District

Western Conurbation

- (1) Dumbarton District
- (2) Clydebank District
- (3) Inverclyde District
- (4) Renfrew District

Ayrshire Sub-region

- (1) Cunninghame District
- (2) Kyle and Carrick District

(3) Kilmarnock and Loudoun District

(4) Cumnock and Doon District

Argyll and Bute Sub-region

(1) Argyll and Bute District

Now that the general format of the Survey Report has been presented, the content of the report will be outlined. In the Foreword it stated that the main purpose of the Survey Report was to set before the public the wide range of planning issues which must be accounted for by the Regional Council in finally choosing the strategic issues to be covered in the Structure Plan. Therefore, the usefulness and success of this Report hinged on whether or not the report achieved this prime purpose.

Some of the data, information and statistics which were used in the preparation of the May 1976 Regional Report, were updated where it was possible and incorporated into the Survey and Issues Report. The Regional Report which was submitted to the Secretary of State in May 1976 and given the Secretary's support in October of 1976, listed two "key elements". One was the definite need to increase the number of jobs in the Region, and the second, to alleviate areas suffering from severe urban deprivation. The first Regional Report also outlined seven guiding principles on which the Regional Council and the Secretary of State agreed the Region's planning strategy should be based. They are the following:

"(1) strengthen the economic base of Strathclyde.

- (2) develop the potential of the existing labour market at the heart of the Region and improve the economic infrastructure allied to it.
- (3) improve both productivity and investment in established industry to achieve in the long term the replacement of a higher proportion of jobs lost to Strathclyde.
- (4) increase the attractiveness of Strathclyde to industrial, commercial and financial organisations and public agencies and to encourage new investment.
- (5) make the best use of the existing social and physical infrastructure within the Region and particular within the Clydeside Conurbation and other established areas.
- (6) concentrate public authority resources to achieve a radical improvement in living and working conditions, especially in areas identified as being in particular need of priority treatment.
- (7) ensure that service Committees of the Council in developing their policies take full account of the implications for employment"²¹.

It was within this approved strategy and policy of the Regional Report, that the Structure Plan basis was formed. The Survey Report covered

ten subject areas which it considered were influencing factors underlining the strategic development and land use planning in the Region. They are:

- (1) Employment
- (2) People and Housing
- (3) Transportation
- (4) Education
- (5) Sewerage and Water Supply
- (6) Leisure and Recreation
- (7) Shopping
- (8) Environment
- (9) Development Plans
- (10) Finance

The Survey Report also noted what it termed a "series of Key Issues" which related to the above topics for the Region as a whole and for various other specific areas in the Region as described earlier in this Chapter. In the production of the draft Structure Plan effort was centred on the main strategic planning issues which were identified in this Survey Report.

The key issues for each of these subject areas for the Region have been abbreviated and shortened into the following precis to provide a general conception and knowledge of the number of Regional issues facing Strathclyde. A complete list of these key issues has been provided in Appendix B.

The first Strathclyde Survey Report has defined nine key issues pertaining to the subject area of Employment. In shortened form these are as follows:

- (1) What levels of economic growth should be planned for considering the high unemployment, emigration, etc.
- (2) Different rates of growth have led to pockets of high unemployment and social deprivation in the Region.
- (3) To what extent should the trend of the increase in commuting be restored?
- (4) How much and where should new industrial sites be located and serviced?
- (5) What balance between supply and demand of labour should be struck in relation to transport links?
- (6) The extent^{to which} poor environment inhibits industrial development and the extent^{to which} resources should be allocated for improvement.
- (7) To what extent can planning make the most of policies which can serve several objectives and minimise potential conflicts?
- (8) Should resources be allocated to new industrial sites like new towns, or diverted to older socially deprived areas to regenerate the existing industrial base?
- (9) Is the environmental cost of promoting certain types of industrial development too high?

The next subject area of People and Housing was considered, and eleven key issues were listed. These eleven key issues in shortened form are as follows:

- (1) What is the most likely future population level given the range of population indicated, and what range should be planned for?

- (2) To what level will Glasgow's population fall by 1983 and 1988?
- (3) What can the Region, the Districts and Central Government do to reduce the rate of outmigration?
- (4) Is a major house building programme necessary beyond 1983, or should the emphasis be on improving existing housing?
- (5) Should some tolerable housing which is unattractive be replaced, and conversely, should some intolerable housing be brought up to standard?
- (6) What are the factors that should be used in evaluating priorities for housing development?
- (7) How should future housebuilding aim to change the tenure split of the housing stock in the Region?
- (8) What contribution can the new towns make in providing a choice in housing considering their current marginal role?
- (9) Are there alternative sectors of housing available for those people dependent on declining private rented sectors?
- (10) How much emphasis can be placed upon satisfying special social needs assuming the overall housing needs are to be adequately served by 1983?
- (11) Given that more private housing will be made available in Glasgow should the revocation of planning permission be considered in certain parts of the Region?

In the subject category of Transportation the Survey Report listed sixteen major issues which have been abbreviated as follows:

- (1) The need to conserve energy in transport uses.
- (2) The extent land use planning can complement transport policies to achieve social objectives.

- (3) Should schemes in connection with development and re-development proposals be given higher priority?
- (4) Should priority for bus and rail service be given especially for those in deprived areas?
- (5) Should priority be given to schemes which maximise accessibility to employment opportunities?
- (6) The need to capitalise on existing infrastructure due to financial restraint.
- (7) Scope for spreading out peak pattern of passenger demand through using more flexible schedules.
- (8) Could changes in land use policies assist in coping with peak flow problems?
- (9) What balance should exist between private cars and public transport capacity during peak hours?
- (10) What development pressures could arise from improved suburban rail services?
- (11) Should there be mandatory urban lorry routes or should freight be transferred to rail as an alternative?
- (12) Can anything be done in providing lorry parking facilities?
- (13) Should transport facilities or road construction be provided or maintained for the tourist peaks?
- (14) What is the best form of public transport for rural areas such as conventional bus or postal bus?
- (15) Should ferry services be based on traffic levels of demand, or on a regular service for islanders irrespective of demand?
- (16) In what circumstances might buses be allowed into pedestrian precincts?

Education as a subject area plays an important role in the Region, and as such, the Regional Council has raised four major issues which have been summarised as follows:

- (1) & (2) What balance in primary and secondary school provision should be given such as expanding or declining areas of population, or to replacing or modernising existing buildings?
- (3) To what extent should community education provision be considered jointly with district councils?
- (4) What are the priorities for further education provision?

The Survey Report cited two major issues pertaining to the provision of sewerage facilities and in shortened version they are as follows:

- (1) What priority should be given to schemes for the reduction of pollution in relation to developments?
- (2) Should development be restricted to areas where the Region incurs the least expenditure?

In the distribution of the water supply throughout Strathclyde the Survey Report provided three key issues which have been abbreviated as follows:

- (1) To what extent have supplies to small communities to be developed further?
- (2) To what extent can development be guided to those areas with adequate water supplies?
- (3) To what extent should the demands for the recreation use of reservoirs be met?

In the pursuit of providing sufficient leisure and recreation within the Region the Survey Report has presented five key issues which have been summarised as follows:

- (1) Should priority be given to existing and new facilities in the urban areas as opposed to more remote areas, and what role can public transport play?
- (2) Should priority be given to widening the range of sports and leisure facilities as opposed to those activities which experience the most demand?
- (3) What balance in provision should be made between the various options for example, major new complexes with improvement of existing facilities; small scale facilities, facilities connected with schools, and land rehabilitation?
- (4) What can be done to exploit the landscape, cultural heritage and man-made resources of the Region in relation to leisure and recreation pursuits?
- (5) What input can private investment contribute to new facilities for example golf course and marinas?

Shopping is another subject area in which the Survey Report has put forward seven key issues which have been abbreviated as follows:

- (1) Are completed and committed shopping proposals based on over optimistic assumptions of future growth?
- (2) Should these developments be regulated and phased to ensure the size and timing of the shops are suited with the existing shops and customer need?

- (3) Should measures be taken to influence the balance of Glasgow as the Regional Centre with emerging sub-regional centres such as East Kilbride and Paisley?
- (4) Should hypermarkets and discount stores be discouraged from out-of-town locations?
- (5) Can the conditions obtained in out-of-town locations be achieved in existing centres?
- (6) Can accessibility to all shopping facilities be improved by adequate transport policies?
- (7) Should low-rent units and retail markets be provided to meet the requirements of independent traders in redevelopment areas?

In the quest for a better environment throughout the Strathclyde Region, this first Survey Report has outlined five important issues which have been shortened as follows:

- (1) Should treatment of dereliction be concentrated on unsightly land or on wider forms of dereliction?
- (2) What criteria should be used to establish locational priorities for environmental rehabilitation for example the relation to industry, housing, roads and so forth?
- (3) Should financial resources be used to improve outstanding buildings and areas, or be restricted to areas where other Regional Objectives are pursued; or be spread widely throughout the Region?

- (4) Should stricter control be exercised on peripheral edges of towns and villages?
- (5) How should residential, industrial and tourist developments be reconciled with the need for landscape and coastline conservation?

The Region delineated three key issues concerning the new Development Plan System in terms of local planning in the Districts which have been summarised as follows:

- (1) What areas or subjects should be considered for priority Local Plan preparation?
- (2) Is it necessary to concentrate finance on a few priority CDA's or to proceed on a broad front?
- (3) Is there a need for further action areas within town centres and elsewhere, and if so, can they be financially supported?

Lastly, the subject area of finance surfaced in the Survey Report and four key issues were listed, and have been abbreviated as follows:

- (1) What level of capital expenditure can be made available to support new development in line with stringent Central Government guidelines?
- (2) To what extent will Central Government allow the Region to determine priorities for expenditure?
- (3) What are the revenue implications of proposed new developments?

- (4) To what extent can any expenditure over and above the financial guidelines be rate-borne?

To transmit the above issues covering the whole of the Region and the other more specific issues relating to the four Sub-regional areas to the people, public participation was strongly emphasised in this Survey Report. In boldface type the Report stated, "THE REGIONAL COUNCIL THEREFORE SEEKS THE VIEWS OF THE PUBLIC BOTH ON THE MATTERS IDENTIFIED AS APPROPRIATE FOR INCLUSION IN THE STRUCTURE PLAN AND ON THE RELATIVE IMPORTANCE OF THE KEY ISSUES RAISED AND ANY OTHER ISSUES WHICH SHOULD BE CONSIDERED BEFORE PLANNING POLICIES ARE FORMULATED IN THE STRUCTURE PLAN."²². The Report also stressed that in identifying and confirming the main strategic planning issues which require consideration in the Structure Plan, the public can directly express their views by writing to the Director of Administration at Melrose House, Cadogan Street, Glasgow; by contacting their local Regional Councillors; or by recording observations at the exhibitions.

The issues raised in the Survey Report were released for public comment in the autumn of 1976. This publicity was accomplished in four different approaches. The first method was by means of local press coverage through press releases. The second form was by a special feature in the "Strathclyde^{News}" which is the Regional Council's

newspaper distributed widely throughout the Region. Thirdly, the Survey Report was presented directly to the District Authorities, Community Councils and special interest groups. Lastly, the report was the subject of special public exhibitions which were held over a two week period at the end of October 1976. These exhibitions were intended primarily as background presentation to formal meetings with the District Councils, the public and special or particular interest groups. The exhibitions were held at six locations or centres in the Region which were the Glasgow Centre, Hamilton, Dumbarton, Paisley, Ayr and Lochgilphead. The exhibitions were well received by the District Council representatives and their input considered useful. However, the general public attraction and special interest groups interest was considered to be poor. It was thought the main cause or reason for this lack of concern by the public centred on two facts. One being the location of the exhibitions and the other the public's disinterest in general wide ranging regional issues or problems. For economic reasons the exhibitions were mostly held in sub-regional offices or headquarters and with the exception of Glasgow were significantly apart from the local town centres. The general public would have had to make special trips to get to most of these offices, and this therefore, likely discouraged their appearance. Many of those general members of the public who did participate were more concerned with special local issues and usually wanted to know how the general regional issues related to them specifically or to their property. In other words, they were concerned about their own

territory and regional issues were not all that important or crucial to them.

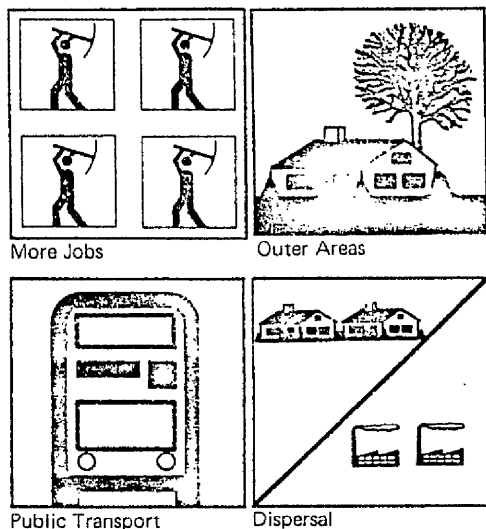
In conclusion the evidence suggests that the Survey and Issues Report was moderately successful in presenting the issues facing Strathclyde Region. Although the response by the general public was disheartening with only 124 comments from the approximate 2½ million residents in the Region. The reasons for this rest with complexity of the Report and its general depth as well as its general lack of appeal. It was not a document which a layman could effectively comprehend or relate to. Perhaps a format such as Tyne and Wear County Council's "Outline Strategies," which clearly showed the alternative strategies by means of pictorial diagrams and easy to understand charts and graphs, as exemplified on the following page, would have solved some of this lack of public participation at this level.

The Region's main rationale in not adopting such a format was related to the additional cost, and more importantly, the time factor involved in this type of approach. The Region interpreted the situation as one of placing the priority of the participation exercise with responses from central government bodies, district authorities, community councils and other interested organisations. This was supported with advice given in the Scottish Development Department Circular 28/1976 "Development Plans," Consultation, Publicity and Public Participation; General Principles (paras. 5.6 and 5.7) which are as follows:

"5.6 Before embarking on publicity, public consultation

Strategy C: Dispersed Growth

The Theme



78 This strategy is based on the proposition that to improve the quality of life in the County, as many jobs as possible have to be generated. In order to achieve this aim it would have to be accepted that industrial land should be of the kind, and in the areas most attractive to industry - large sites in the outer areas of the County. Similarly, new private sector housing would be built in the same sort of location because it would be nearer the new jobs and is where private house builders are most willing to build. Public spending on housing would be reduced to make room for more spending on industry. The result would be a more dispersed pattern of development, in contrast to strategies A, D and E, and less emphasis could be placed on the inner areas, though they would not be neglected.

79 The theme received a mixed reception from the public. It was very popular in one of the public opinion surveys but not too popular in the other. It is included here largely because it represents the collection of policies closest in spirit to those for the region as a whole in the Strategic Plan for the Northern Region.

80 As before, the bars in the diagram below show where the balance is struck in this strategy between the choices on each of the "Key Issues" that were presented in the Report of Survey.

The main choices are:

- The attempt should be made to maintain the existing level of population in the County by attracting as many jobs as possible, less emphasis being given to the type of jobs (Choice B on Key Issue 1).
- In addition, the strategy would also aim to achieve the maximum level of new manufacturing jobs for the County as a whole, accepting the present trends towards population and employment growth in the outer parts of the County. People and jobs would continue to leave the inner areas but the quality of life there would be maintained, as far as is consistent with the overriding aim of more jobs. (Choice A on Key Issue 2).

- An emphasis on provision for public transport (Choice B on Key Issues 5A).
- The acceptance of present trends towards a more dispersed pattern of development, but attempting when possible to group related activities so as to reduce journeys to work. (A compromise between choices A and B on Key Issue 5D).

A Emphasis on		B Emphasis on
Accepting population / job trends but more attention to job quality.		Aiming to retain population with maximum jobs - less attention to job quality.
Housing and industrial growth in outer areas	2	Aiming to retain people and jobs in inner areas
More housing clearance / new building, less improvement.	3	More housing improvement, less clearance / new building.
Spending more on the environment.	4a	Spending less on the environment
Spreading environmental spending.	4b	Environmental spending on particular problems or areas
Private transport provision		Public transport provision
Few large road schemes		Many small road schemes
Public transport capital improvements	5c	Public transport running cost subsidies
Aiming for higher densities and shorter journeys in the County	5d	Accepting trend to lower densities, and longer journeys in the County
Shopping provision in major centres	6	Shopping provision in local centres.
Concentrating money on particular services or localities	7b	Distributing money evenly between services, or between localities.
Making most of current public services - accept less choice of building sites.		Increasing choice of building sites - accept need for extra public services

81 The choices on the other Key Issues follow from these and from the theme of the strategy:

- A greater emphasis on clearance and rebuilding rather than the revitalisation of housing.
- More would be spent on environmental improvements, but the aim would be to secure a more general type of improvement, dealing with all aspects in the places with the worst problems. Industrial areas, where more jobs might be created, would receive some priority.
- Spending on public transport would concentrate on physical improvements in certain areas, rather

or public participation, the planning authority must always consider the time it will take, and the cost in staff and money. Involving the public can be very expensive, and a balance has to be struck between the public's right to know and the public's right to expect due economy in spending their money.

- 5.7 Strategic plans (structure plans and regional reports) are essentially concerned with the allocation of scarce resources between competing areas and competing users. The determination of their content is therefore primarily for political decision, though elected representatives must, of course, be fully informed of the views and aspirations of groups and individuals in the area they represent. Local plans deal with more detailed matters which will have direct and specific effects on the way individual people live. Publicity and consultation with the local public should accordingly be at their most intensive during the preparation of local plans."²³.

After considering all the reasons on the Survey and Issues Report, the Region formulated the main strategic issues which it published in a document entitled "Main Strategic Issues for

Strathclyde." The original 69 Regional key issues which were raised in the previous survey report were distilled to 16 main strategic issues for consideration in the draft, consultative Structure Plan. In this document the Regional Council stated it was satisfied that the procedures adopted for the Survey Report stage were successful both in terms of statutory requirement and the spirit of the legislation as interpreted in the guidance given in the Scottish Development Department Circulars and Advice Notes. These key 16 strategic issues will be presented and discussed in the next Chapter which examines the Consultative Draft Strathclyde Structure Plan.

CHAPTER III

FORM, CONTENT, IMPLEMENTATION AND MONITORING

OF THE DRAFT STRUCTURE PLAN

CHAPTER III. - FORM, CONTENT, IMPLEMENTATION AND MONITORING OF THE DRAFT STRUCTURE PLAN

1.) FORMAT AND FORM OF THE REGION'S CONSULTATIVE DRAFT STRUCTURE PLAN

The previous Chapter II provided the essential background information leading to the preparation stages of the Consultative Draft Structure Plan for Strathclyde Region. It is the intent of this Chapter to present the form, content, implementation and monitoring of this Draft Plan, and where feasible, it will conclude whether or not that part of the Structure Plan Process might be effective in its particular remit, function or role.

In accordance with the legislation contained in the Town and Country Planning Acts for Scotland the Structure Plan is required to be in the form of a written statement supplemented and supported by diagrams, illustrations, and descriptive matter which, all together, will become the essential vehicle to convey Regional development strategies and policies.

The first written statement format of the Region was outlined in a mock-up draft. This initial draft of the Structure Plan consisted of 89 pages, and was comprised of a skeletal framework forming the Consultative Draft Structure Plan's essential subject categories. The format was the same as the Strategic Issues for Strathclyde: Survey Report 1976 in which the issues and problems were type set for two columns per page. The Draft Structure Plan indicated and allowed for a space allocation for a foreword

which would provide a context for the Structure Plan's purpose, and secondly, a brief description of the Plan's organisation and format. Following this, the main contents of the Plan consisted of an introduction which explained a brief outline of the Regional Report, The Strategic Issues for Strathclyde, the public participation on the Issues, and the Draft Structure Plan, Development Plans in general, Local Plans, and Comprehensive Development Areas and Action Areas.

The section termed "Background" followed the Introduction. This section provided the National Setting in respect to the European Economic Commission (Common Market) and Great Britain as well as to the regional setting within Scotland.

After this, the Regional Development Strategy was laid out as the elements of a strategic planning policy and their inter-relationships. This was further broken down into component areas, such as the inner conurbation and the rural areas. The strategy was placed under a system of monitoring and review under the following topics: population, housing, employment, offices, industry, transportation, shopping, environment, leisure and recreation, finance, and lastly, development plans. The strategy was outlined specifically for each of the nineteen District Councils in the Strathclyde Region (1) Argyll and Bute, (2) Bearsden and Milngavie, (3) Clydebank, (4) Cumbernauld and Kilsyth, (5) Cumnock and Doon Valley, (6) Cunninghame, (7) Dumbarton, (8)

East Kilbride, (9) Eastwood, (10) Glasgow, (11) Hamilton, (12) Inverclyde, (13) Kilmarnock and Loudoun, (14) Kyle and Carrick, (15) Lanark, (16) Monklands, (17) Motherwell, (18) Renfrew, and (19) Strathkelvin.

The next major division was entitled "Resources." Under this heading the strategic issues and objectives were discussed in respect to the resource allocation, the Regional Report, the Survey Report, and under the Structure Plan's Objectives. This was followed by the assumptions and forecasts which cover government expenditure guidelines by budget and sector. Next, came the reasoning and justification which was split into three areas; the general approach, broad conclusions, and the financial strategy directions. The regional programmes were looked at next in terms of capital expenditure, and then in terms of the revenue implications. The final stage of the "Resources" section established the financial priorities.

The Draft Structure Plan framework then continued to show the subject categories to be dealt with in the plan. The first of these categories, "People and Housing" was described in terms of strategic issues and objectives; assumptions such as population change, migration, household formation, housing occupancy factors, household tenure, stock characteristics and special housing needs; forecasts from these assumptions; and the reasoning and justification; then onto an explanation of the main strategy directions; resources

available; presentation of general policies and recommendations; District recommendations and policies; and lastly, housing market area recommendations.

The second major subject category entitled "Employment and Industry" was likewise outlined in detail in terms of the subject's strategic issues and objectives, and was brought through the following stages of the assumptions such as the economically active population by district, movement of mobile industry to Strathclyde, and demand for new industrial development to 1983. The forecasts were also made such as employment forecasts by sector and by district as well as potential unemployment levels; following this the reasoning and justification stage was presented in terms of flexibility and choice (for example, land supply in relation to demand), general approach, and in broad conclusions and main strategy directions. Next the process moved on to resources such as acquisition of general industrial land supply, acquisition of major industrial sites, and capital works for infrastructure. Lastly, in this category the general policies and recommendations were established for the general industrial land supply, for the major industrial sites, for the various sectors of the regional economy, and for employment market areas.

Another subject category "Offices" was presented and viewed in terms of its strategic issues and objectives; of its assumptions such as demand for offices and mobile employment; of its forecasts;

of its reasoning and justification; and of its general policies and recommendations.

Transportation represented another subject category listed in the draft structure plan. Likewise, the strategic issues and objectives were raised; the assumptions like the strategic road network, traffic flows and capacities were given; forecasts were made concerning areas such as car ownership levels, public transport patronage trends, trip purposes, road and public transport network; the reasoning and justifications were given; the resources available explored; and finally, broad policies and recommendations were listed pertaining to the existing strategic transportation network and to the particular transportation corridors in the districts.

Another subject category listed under this draft plan framework was "shopping". This subject category was also presented in terms of its strategic issues and objectives, its assumptions, its forecasts, its reasoning and justification, and its general policies and recommendations.

The environment was also termed a subject category in the draft plan and was presented along the same set of criteria as the shopping category. The environment category's general protective policies and recommendations pertained to the Green Belt, Areas of Special Planning Control, Areas of Great Landscape Value, Listed Buildings and Conservation Areas, Ecology and Nature Conservation, areas of countryside and coast not covered by protective measures;

and general improvement policies and recommendations concerning priority areas for environmental improvement, derelict land, housing environment, and control of mineral workings, pollution controls.

Another subject category, "Leisure and Recreation" was listed in the draft plan. The general policies and recommendations mentioned the following areas; (1) areas of adequacy, (2) areas of deficiency, (3) regional facilities, (4) local facilities, (5) indoor recreation facilities, (6) outdoor recreation facilities, (7) urban and rural parks, and (8) caravans and holiday homes.

"Infrastructure" (Education, Sewerage, Water Supply etc.) represented another subject category viewed under the draft plan. Infrastructure was assessed also by its strategic issues and objectives, its assumptions, its forecasts, its reasoning and justifications, and its programmes to meet judged requirements. For example, education programmes included primary and secondary school construction and improvement, water supply included strategic sources of water supply and distribution, and sewerage, required programmes for sewerage treatment works and main sewers through the 1976/1983 period.

Lastly, "Development Plans" were presented as the final subject category included in the draft plan. This category covered the local planning recommendations such as local plan preparation priorities, comprehensive development areas, and action areas.

The Draft Structure Plan did not include diagrams or illustrations

within the overall text unless they were capable of simple black and white reproduction. After the subsequent Planning Committee approval the Draft Structure Plan was colour printed by the Regional Print Works. Both the written statement and the accompanying diagrams were produced loose leaf at A3 and A2 respectively. This process gave the necessary flexibility to modify the Draft Plan subsequent to the public participation and consultation, and to allow the revisions and additions to be easily incorporated in future years. It was decided that the colour printing of the more complex diagrams was necessary in the interests of clarity and economy, but the more straightforward ones were kept as graphically simple as possible. The diagrams were used basically as locational guides to policies and as supplements and references to the written statement.

As was mentioned in Chapter I, the Planning Advisory Note 21 was partially instrumental in persuading the Regional Planners to have a second look at the Draft Structure Plan's Key Diagram with the view in mind to change the Key Diagram's grid format to a form more in line with the directives in this advice note (this new form of Key Diagram is still in the process of being constructed). This PAN 21 states that grid format should only be used as an aid to indexing and would be advisable not to relate to the National Grid. The current Consultative Draft Structure Plan's Key Diagram does not concur with this advice as its grid format was not used for indexing purposes and was closely comparable to the National Grid. Also, PAN 21 suggested that the Key Diagram should be contained on one separate and manageable piece of paper with the appropriate insets.

The Draft Plan's Key Diagram was definitely not manageable. It was not on one piece of paper, and was difficult to comprehend due to its size and the number of sheets required to make up the entire diagram, and because of its detachment from the Written Statement.

To illustrate these points, an example of an inset from Strathclyde's Key Diagram has been included on the following pages along with a copy of Lothian Region's Structure Plan Key Diagram for a visual and comparative basis.

The style of both these Key Diagrams is markedly different. The Strathclyde Draft Structure Plan's Key Diagram consists of several bulky insets while Lothian Region's Key Diagram is represented on one piece of paper that is attached to and conveniently folds out of the Structure Plan document. The example of the Strathclyde Key Diagram is only one inset out of a total of 25 insets covering Strathclyde which provides a sense of proportion in relation to the Lothian Region Key Diagram. Strathclyde's Key Diagram is glossy and colour printed with several different colours while Lothian's Diagram consists of simple variations of brown and green shadings and outlines on a pale yellow sheet of paper. A grid like format is used in most of the insets of Strathclyde's Diagram while Lothian's Diagram shows only the outline of the Region as defined by waterways, settlements, transportation systems and the borders of contiguous Regions. Lothian's Diagram has policy reference numbers which refer directly to the written policies, while in sharp contrast to this, Strathclyde's Diagram insets do not refer to written policies, but have numbers which refer to additional schedules which are related to the written policies. The symbols used on Lothian's Diagram are clearer and easier to comprehend than those used on Strathclyde's Diagram. These comparisons show, without a doubt,

ILLUSTRATION II.

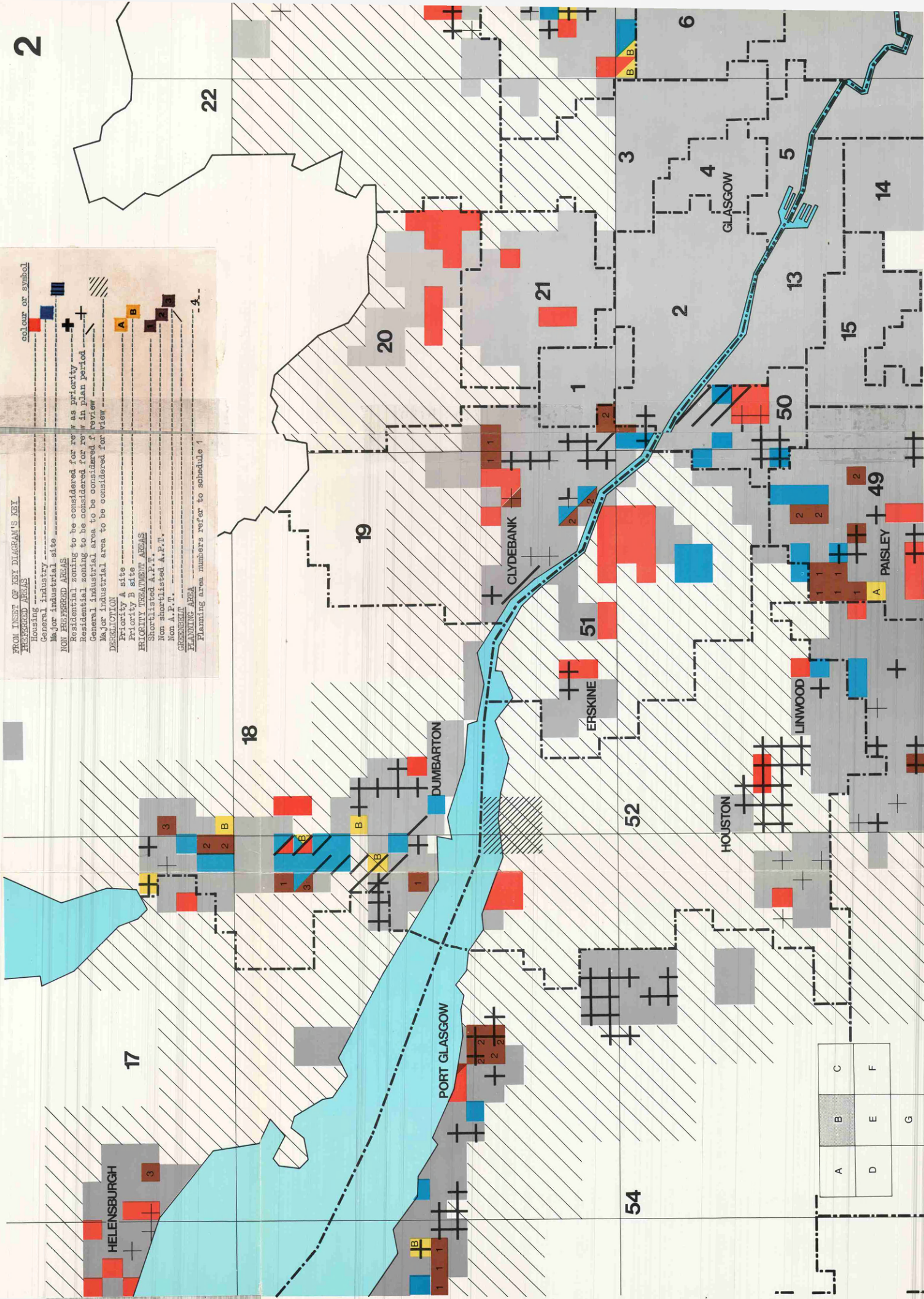
INSET FROM THE STRATHCLYDE DRAFT STRUCTURE PLAN'S

KEY DIAGRAM

SOURCE: Strathclyde Structure Plan Consultative
Draft, November 1977
Strathclyde Regional Council.

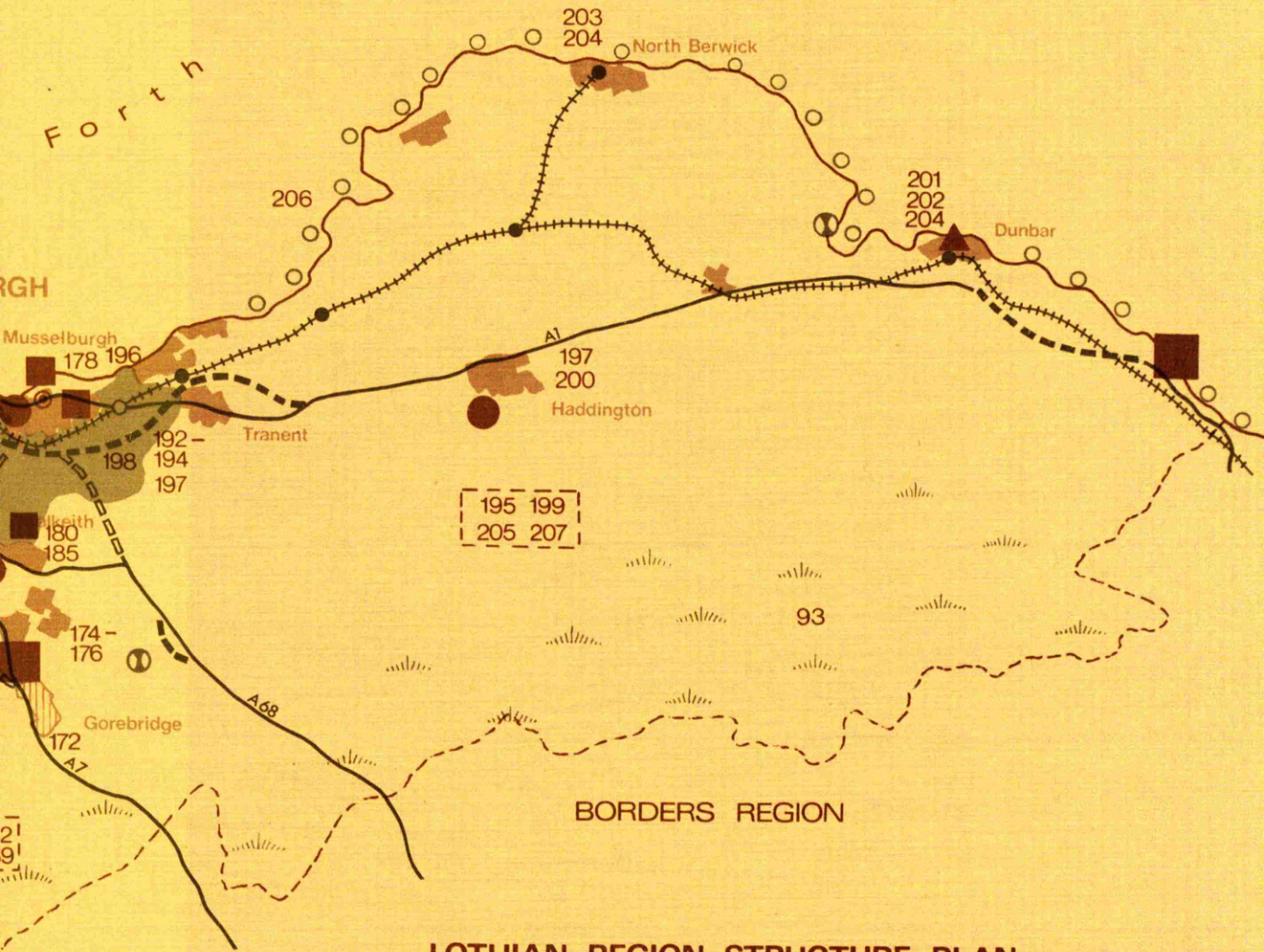
FROM INSET OF KEY DIAGRAM'S KEY

colours or symbols	
	Housing
	General industrial
	Major industrial site
	Non preferred areas
	Residential zoning to be considered for review as priority
	General industrial area to be considered for review
	Major industrial area to be considered for review
	DESIGNATION
	Priority A site
	Priority B site
	PRIORITY TREATMENT AREAS
	Shortlisted A.P.T.
	Non shortlisted A.P.T.
	Non A.P.T.
	GREENBELT
	PLANNING AREA
	Planning area numbers refer to schedule 1

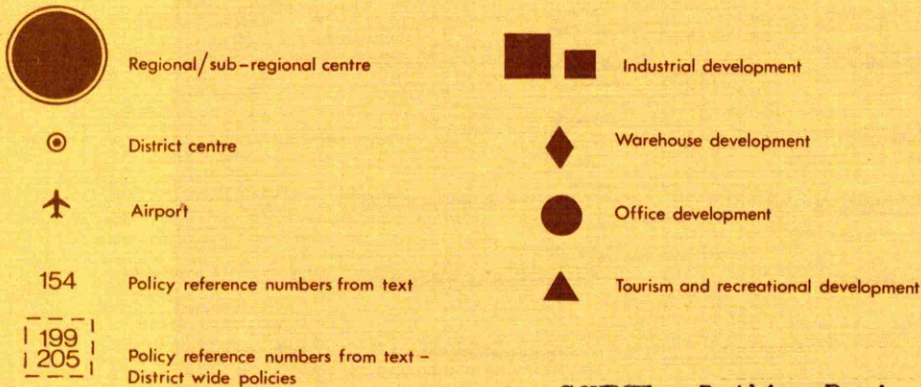


A	B	C	F
D	E	G	

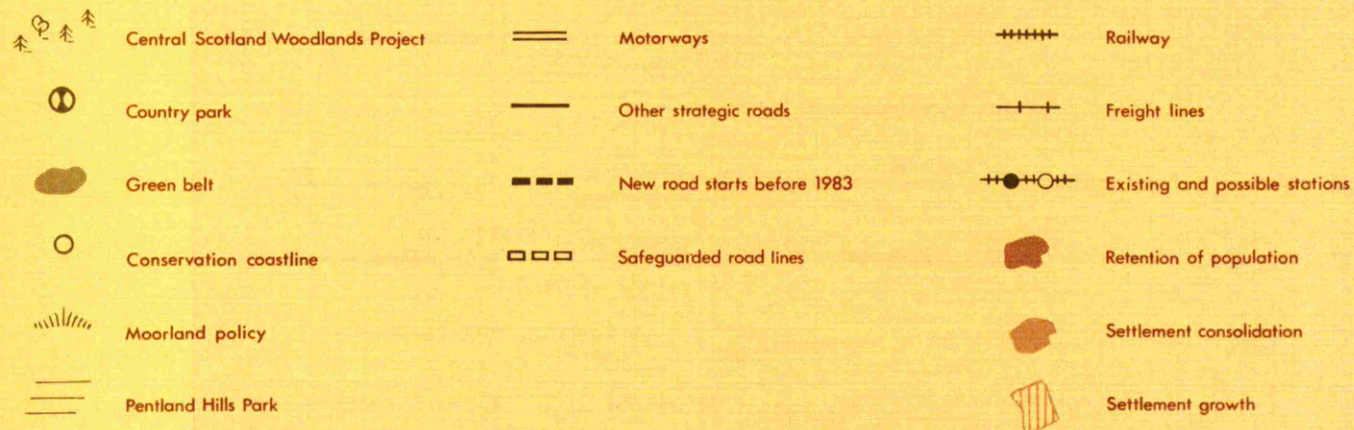
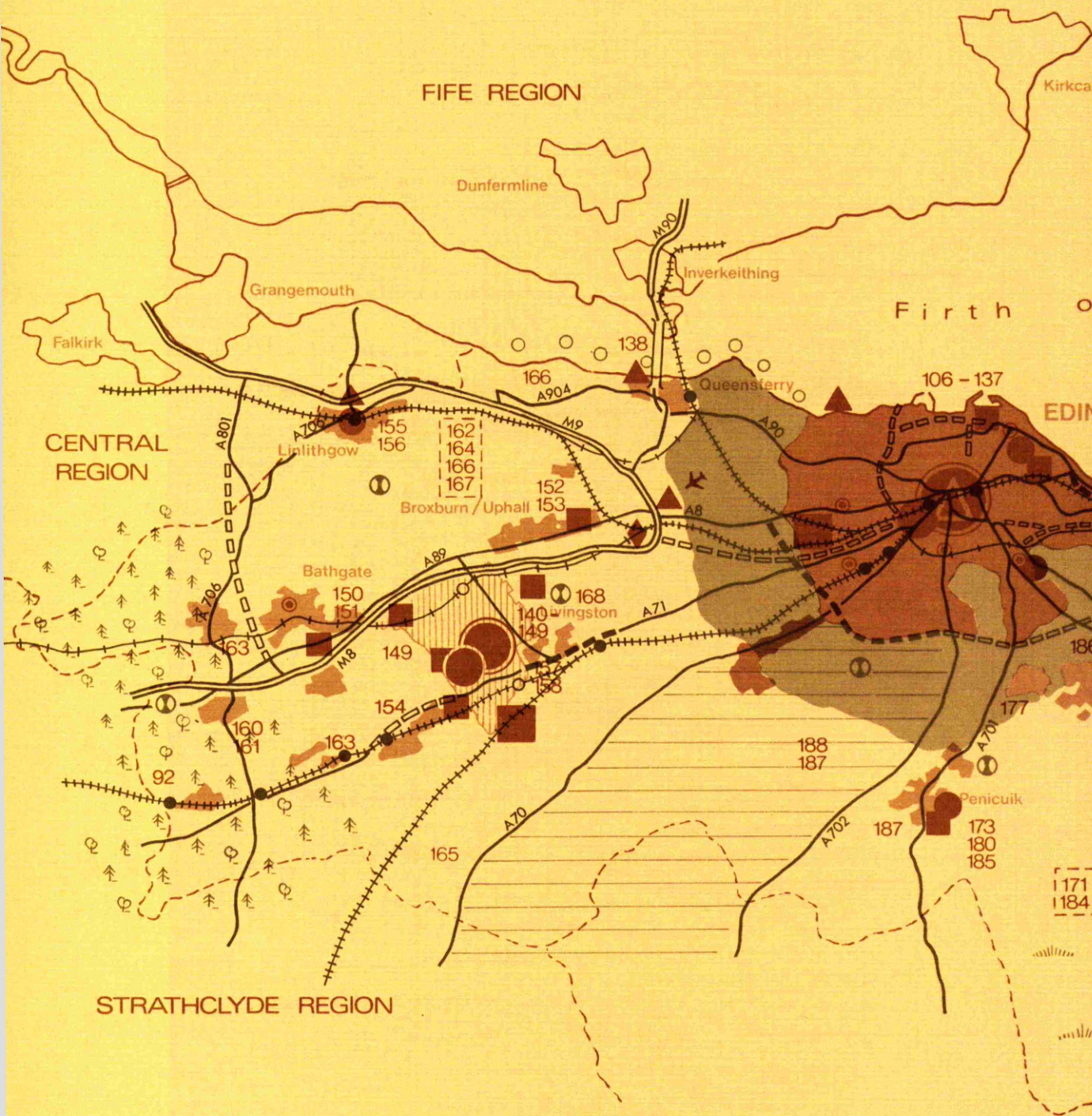
ILLUSTRATION III.



LOTHIAN REGION STRUCTURE PLAN Key Diagram



SOURCE: Lothian Region Structure Plan
Lothian Regional Council, May 1978.



the definite contrast between the two Key Diagrams. Lothian's Key Diagram would obviously be more representative of the PAN 21 guidelines, and probably prove to be more acceptable to the Secretary of State.

The written format of the Strathclyde Draft Structure Plan was considered to be too lengthy and difficult for a non-planner to follow and understand. It is felt that the written text could be made more concise and simple to read with the use of simple charts and pictorial illustrations as was shown earlier by the example of the Tyne and Wear Outline Strategies Report. The policies and proposals could have been stated more clearly, and in some cases, shortened. The Summary of the Consultative Draft Strathclyde Structure Plan which is included in Appendix C has managed to achieve some of these attributes, but it is considered that the ideal format would probably lie somewhere between this Summary and the Consultative Draft Strathclyde Structure Plan.

2.) CONTENT OF THE CONSULTATIVE DRAFT STRATHCLYDE STRUCTURE PLAN

Up to this juncture of this analysis, basic information progressing towards the Consultative Draft Structure Plan has been presented to provide a background. Since this research was initiated a month prior to the reorganization of Local Government in Scotland in May 1975, this analysis has been following the process leading to the production of the first Structure Plan for Strathclyde Region. The analysis in terms of the content of the Consultative Draft Structure Plan will be examined within the context of the following eight areas:

- (a) The Context of the Plan in Regard to National Policy
- (b) The Connection with the Regional Report & the Survey Report
- (c) The Basic Aims and Intentions Underlying the Plan
- (d) The Durability of the Strategy

- (e) Policies and Proposals for Fulfilling the Strategy
in the Subject Areas
- (f) The Inter-relation and Co-ordination of Policies
and Proposals
- (g) The Indication and Description of Action Areas
- (h) The Location and Quantity of Land to Be Used

a) The Context of the Plan in Relation to National Policy

On the first of these points regarding the Draft Structure Plan's relationship with National Policy, the Regional Council included a series of quotes from the Secretary of State for Scotland pertaining to National Planning guidelines and directives. Within the Draft Structure Plan for Strathclyde the first mention of the Plan, in terms of this "National Context", was through the Secretary of State's comments on the Regional Report which provided a context for the framework of the Structure Plan. The Draft Structure Plan presented Strathclyde Regional Council's various policies and recommendations in the planning for the strategic use of land and development in the period to 1983 (the existing relationship between this Draft Structure Plan and the Regional Report will be discussed further in the last Chapter). It should be stressed that the policies the Region chose in the strategic land use and development issues would have to a certain extent, to reflect the Regional Council's powers in terms of action or influence. Recommendations to other bodies also were made.

When the Secretary of State passed his observations on the

Regional Report, he presented the following three comments on the Structure Plan:

- "(1) That it should be prepared within 12-18 months
- (2) That particular attention should be paid to Clydeside
- (3) That it should be confined to a very few, genuinely major issues"²⁴.

The Draft Structure Plan related directly to the existing Scottish National Planning Guidelines. These guidelines were published by the Scottish Development Department, up to May 1977, and according to the Plan represent the broad policies and objectives on matters of national interest. It is anticipated that the final Structure Plan will closely resemble the Draft in this respect. As listed within the Strathclyde Structure Plan, they are:

- "(a) Sites for large scale industry - Of the six areas of search with most promise of industrial sites of over 100 hectares, two lie in Strathclyde, North Ayrshire and North Lanarkshire, and a third lies on the Region's border with Lothian Region.
- (b) Petrochemicals - The Development Department confirm that ethane from the North Sea will support a new ethylene cracker in Scotland by 1980, and a gas gathering system in the North Sea would substantiate

Scotland's claim on the further 3 crackers envisaged in Britain by N.E.D.O.

- (c) Agricultural Land - There is a presumption against building on land of A+, A or B+ quality.
- (d) Nature Conservation - Grade 1 and 2 sites raise national issues where development or interference is proposed.
- (e) Landscape and Recreation - The Countryside Commission are drawing up a new framework for Scotland.
- (f) Coast - Preferred conservation and development zones are recommended by the Development Department." 25.

In terms of transportation the draft Structure Plan stated that there were no detailed guidelines for transport on the trunk road system in Scotland. The Plan also presented the general background as far as neighbouring regions were concerned. The point concerning Strathclyde's economic relationship with Central Region is highlighted. Agencies for regional development, such as the Scottish Industrial Estates Corporation, the Scottish Development Agency, and the Highland and Islands Development Board were briefly mentioned in their context of regional development. In addition to this, the Secretary of State affirmed the strategic economic role of the New Town Development Corporations in terms of providing housing by means of creating employment.

The draft Structure Plan presented the National Planning relationships with Strathclyde Region in a short, progressive manner, starting first with the Secretary of State's comments on the Regional Report, and then, following this through, with outlining the precise nature of Strathclyde's Relationship to the Central Governments National Planning Guidelines for Scotland. In addition to this, the Plan also made note of the neighbouring regions as well as government organisations such as the H.I.D.B. and the S.S.H.A. involvement in the Region. The Plan accepted the National Guidelines and comments of the Secretary of State on the Regional Report without any difference of opinion. On the surface, this undisputed agreement cultivated an air of suspicion, as local planning authorities have not always approved of the Secretary of State's decisions. Instead, it represented more a question of political acceptance rather than complete agreement.

This issue of relation between the National and Regional was highlighted in the chapter on relationships where some of these differences surfaced in the course of Development Control and the Region's interpretation of its role in the new planning system. Perhaps the Draft Structure Plan could have reinforced and stated the general acceptance of the National Planning Guidelines, but also, stated its prerogative in making decisions which could have more regional impact or implications other than national considerations. It could also be expected that the Draft Structure Plan could in some way influence Central Government Policies especially those dealing with the allocation of resources to particular Regional Areas such as the East End of Glasgow. So in effect there is a two-way process in operation between the two tiers of government.

It is quite clear from this analysis of the Draft Structure Plan for Strathclyde that the National Planning Context has been accounted for and related to the regional strategy. The information to date indicates that the final Structure Plan will adopt a similar content in regards to re-enforcing and supporting National Policy. The success of the Structure Plan in fulfilling this aspiration of coherence with the National Policy is expected to be quite satisfactory as the relationship is quite clearly established.

b) The Connection with the Regional Report and the Survey Report

The second point of the analysis on the content of the Draft Structure Plan has interpreted it in terms of its appraisal of the existing structure of the region. The main question posed here is 'Has the Strathclyde Structure Plan adequately appraised the existing structure of the region?' Obviously, the interpretation of the existing structure was the foundation of the Draft Structure Plan. If the survey information base has not accurately portrayed the structure, the resulting strategy put forward by the Plan could be misfounded and the wrong strategies adopted. To this end the connection of Consultative Draft Structure Plan will be examined with the first Strathclyde Regional Report, and then, the first Survey Report.

The first Regional Report provided a corporate policy framework to which all the Departments in the Region adhered in carrying out their respective duties. The policy framework outlined in Strathclyde's first Regional Report was stated as the need to increase the number of jobs in the Region, and to tackle urban deprivation by a combination of social and economic measures. This was the policy framework to which

the entire Region strived and aimed for and was reflected in the Draft Structure Plan. In preparing the "Strategic Issues and Survey Report" for Strathclyde, the Region sought to identify all the main issues facing the Region which had strategic implications in terms of the Structure Plan Process. As stated earlier, the information used to prepare both the Regional Report and the Survey Report was derived from the same source or data base within the Department of Physical Planning.

There was some criticism generated towards the reference which the Draft Structure Plan established with its relationship to the first Regional Report. There were indications the Scottish Development Department considered that there was insufficient evidence in the Draft Plan to depict the progress which would have occurred in monitoring the changes that developed since the submission of the first Regional Report in May 1976.

Concern was expressed on how these changes had influenced the Draft Structure Plan's policies, proposals and programmes especially the base data covering the employment, population and housing subject areas. For example, comments from some Districts on the Draft Plan implied their confusion on the Plan's higher estimates for the 1983 population than those outlined in the Regional Report. This led to the need to expound the concept for the Region to establish a more explicit definition of this relationship with the Regional Report in the first Structure Plan.

Following the publication of Strathclyde's Survey Report the Region derived the appropriate key and minor issues from the existing data and information. In Chapter II the contents of the Survey Report were briefly outlined, and some of these key issues were summarised. These issues arose from information available at that time. Then followed the Public

Participation phase where these issues were displayed before the public.

The statistical data or information which the Regional Issues, both key and others, were derived from and which served as the basis for the subject areas such as population, housing, employment, transportation and so forth, was not subjected to any real criticism from the general public during the public participation phase. There seemed to be general agreement on the data backing up the subject areas and the strategy. It is realistically conceivable that inaccuracies, within certain limits, existed in this back-up information gathered by the Region, especially in terms of population, migration and housing data. Although taken within these limits the appropriate extent to which these inaccuracies could have drastically altered or influenced the general regionwide strategies, policies and proposals was considered to be negligible in the overall Plan Process. This analysis is concerned more with the Structure Plan Process, and less with planning techniques used assembling basic information and data for the subject areas within the plan process.

From all the comments the Region received from the various governmental authorities and bodies, interested organisations, and private individuals on the 'Strategic Issues for Strathclyde, Survey Report 1976', a general pattern was visible in which the following six factors were given by the Regional Department of Physical Planning as being prominent and applicable for inclusion in the Draft Structure Plan:

- (1) The two key factors of urban deprivation and unemployment.

- (2) A desire for an improved public transport system, and for priorities to be defined in the programme of road building and improvement.
- (3) The future role of the New Towns.
- (4) The existing development plans are out of date and are in need of an urgent review.
- (5) The need for continuing discussions on the issues raised. In particular, the District authorities are concerned about the population and housing information used in the Issues Report, and on which they reserve their position.
- (6) Non-government groups stress the need to minimise the loss of agricultural land.

With some of the District authorities there seemed a concern that the Structure Plan might interfere with purely district or local planning matters and responsibilities, such as housing in particular. Other reservations were expressed. For example, Argyll and Bute District Council were concerned that the Regional Council did not overlap with its responsibilities for leisure, recreation, and environmental planning; Eastwood District Council wished that development would not be restricted by insufficient infrastructure such as sewage and water, and also, that private housing development

should be encouraged. By far the largest District in terms of population, Glasgow District emphasised the need to establish a 'clearer relationship' between the issues and the two 'key factors', and stated that the Region should place a greater emphasis upon revenue expenditure allocation and management. Motherwell District Council stated that they would like to see the number of issues reduced and the scope of the Structure Plan clarified. The format and the general complexity of the Issues Report was criticised by the Lanark District Council. One needed only to examine these comments to realise their usefulness and appropriateness in the formation of the overall picture of the prime and influential concerns about the Structure Plan throughout the Region's nineteen District Councils.

The comments received from the Community Councils within the Region generally emphasised the following concerns:

- (1) The need to improve public transport.
- (2) The need to improve recreation and leisure facilities
- (3) The need for the control of pollution and better sewerage facilities.
- (4) The need for road/traffic improvement.
- (5) The need for industrial development.
- (6) The need for better public participation.

The New Towns of Cumbernauld, Irvine and East Kilbride expressed the general view that the New Town Corporation was better placed to attract employment and provide good quality public and private housing because of their existing stock and availability of serviced sites for development. For the most part they agreed with the issues facing the Strathclyde Regional Council.

From the Issue Report and the public comments received on it, the Regional Council formulated the main strategic issues of the Regional Development Strategy which were determined to be:

- "(1) The extent to which the attractiveness of the Conurbation can be improved and the continuing decentralisation of population and decline of employment curtailed.
- (2) The extent to which the social and economic problems of the remoter areas can be alleviated." ²⁶.

The means through which these main issues could be achieved were presented through the Region's action to influence the following:

- "(a) the quality and management of housing.
- (b) the attractiveness and supply of land for housing and industry.
- (c) transportation policies and programmes.
- (d) environmental and amenity improvement programmes.

(e) the provision of infrastructure." 27.

For the most part Strathclyde Region has described the existing structure and resources of the Region through presenting the most relevant issues in the first Regional Report and the Report of Survey providing, in some cases, a linkage to the physical facts and information. Albeit, the connection between people and housing with employment, transportation, environmental improvement and shopping, was not clearly distinguished, and no attempt was made to inter-relate them. Perhaps the logic in this was sound, as too much interconnecting could have possibly clouded the situation further for the public.

c) Aims and Intentions Underlying the Draft Structure Plan

This third area of analysis presents the aims and intentions underlying the Draft Structure Plan. What are the aims of the Strathclyde Draft Structure Plan, and what characteristics, if any, should they exhibit? To answer this question, the Department of the Environment had published a Study entitled, "Management and Networks: a study for structure plans," (1971). This Study lists four of what it calls 'desirable characteristics' for the aims of a Structure Plan. These four characteristics will be used by this analysis in the evaluation of the aims of Strathclyde's Draft Structure Plan. These four characteristics are as follows:

- "(1) Comprehensive, covering all those functions that come within the scope of the plan.

- (2) Consistent with each other rather than mutually exclusive. This, however, must not preclude the recognition of genuinely conflicting objectives. Allowances must be made for balancing the degree to which each objective should be met, and one way to express this trade off is through mutually consistent performance criteria. It is perhaps also worth adding the rider that separate aims should not be so compatible as to be indistinguishable which is a not uncommon phenomenon in some Structure Plans.
- (3) Specific to the particular local authority, while conforming to national requirements.
- (4) Comparable, so that different aspects of a plan can be assessed according to common criteria".²⁸.

From the "Strategic Issues for Strathclyde" the Region had selected two main issues of strategy. As mentioned earlier in this analysis, they were:

- "(1) The extent to which the attractiveness of the Conurbation can be improved and the continuing decentralisation of population and decline of employment be curtailed.
- (2) The extent to which the social and economic

problems of the remoter areas can be alleviated." 29.

If perceived in the light of these four areas of analysis, have these two major issues adequately sufficed these criterion, of being comprehensive, consistent, specific and comparable? In terms of comprehensiveness the first aim provided the scope as the 'conurbation', and the second, the range was described as the 'remoter areas'. Since the draft Structure Plan for Strathclyde Region covered the entire Region, it would have been logical to assume that the main issues would have been comprehensive in the sense to apply throughout the Region. It has appeared that a gap existed between the 'Conurbation' and the 'remoter areas'. It cannot be assumed that areas outside the conurbation were remoter areas. Perhaps this was just a question of interpretation, but it was felt that the second issue would have been much clearer and precise if it had read as follows:

'The extent to which the social and economic problems of areas outside of the conurbation can be alleviated.'

In this sense the issues would have been comprehensive in terms of coverage of the Structure Plan's area of remit. However, were the issues comprehensive in terms of function as well as in coverage? When examining the function aspect, the first issue described the 'attractiveness of the conurbation can be improved' and the 'decentralisation of population and decline of employment curtailed',

related to the scope of the Plan, as well as the second aims', general outlining of the alleviation of the social and economic problems of the 'remoter areas'.

Next the two issues are inspected in line with their consistency with each other rather than being mutually exclusive. The aims were consistent with each other when one considered the simple fact that the first issue provided the context of what the Region has decided represented the essential problems of the Conurbation, and that the second aim provided this for the 'remoter areas'. On inspection it can be gathered that they were consistent, however, it was evident also, that a basic conflict could have existed between the two in terms of employment. Which of the two areas would be treated as priority in terms of providing employment, the 'conurbation' or the 'remoter areas'? This was a question the Region needed to clarify.

Thirdly, were the two aims specific to Strathclyde Region while conforming to national requirements? The aims were quite clearly specific in that they focussed directly on Strathclyde's major problems, and were in line with the national context as elaborated in the previous section.

Lastly, the two issues were comparable according to common criteria for plan assessment. The different aspects of the plan can be compared since the same information was gathered for both the 'Conurbation' and the 'remoter areas,' therefore, making assessments

possible if needed.

An essential part of the analytical requirement of a Structure Plan was to identify the area of control in which the planning process could have exerted effective influence. The essential word here was 'effective'. This influence should be a productive one if the Structure Plan **intends to be a positive and action orientated** planning instrument.

The Strathclyde draft Structure Plan stated that its two main issues can be achieved through its action to influence the following:

- "(a) the quality and management of housing.
- (b) the attractiveness and supply of land for housing and industry.
- (c) transportation policies and programmes.
- (d) environmental and amenity improvement programmes.
- (e) the provision of infrastructure (i.e. schools, roads, sewers etc.)." 30.

The essential word 'effective' was not placed before 'influence'. What good is influence unless it can be effective in terms of producing a positive result? Can the Region effectively influence the quality and management of housing which is basically a District

responsibility and control under the new planning acts? Can the Region exert reasonable control over certain infrastructure provision such as sewerage water which is covered by separate legislation? These are some of the questions the Region must seriously consider, and which this analysis explores in the discussion of the Region's specific policies and proposals.

d) The Durability of the Strategy

The strategy proposed in a Structure Plan should be reasonable and durable within the scope of the Plan. The Strathclyde Region Draft Structure Plan was based on a five year period, as the Region considered that major determinants of future change, such as the performance of the national economy and the rate of migration within and from the Region could not be usefully projected beyond a five year period. The Region also acknowledged the fact that it was possible, in the continuation of past trends over a ten year period, to have arrived at circumstances different from those in the Structure Plan; although Region did not think these possibilities warranted a change in the Plan's main direction. This point was further clarified by an example, which for the most part, strengthened the Regional Council's attitude of influencing both the rate and direction of future change. If for instance, the Plan stated that on a trend basis Glasgow's population would have fallen from 856,000 to 712,000 by 1983 as envisaged by the Registrar General, such an outcome discounted the beneficial impact of Regional policies adopted in the

Regional Report and amplified in the Structure Plan.

This analysis has agreed with Strathclyde's time framework for the Draft Structure Plan, and noted the apparent flexibility built into the base strategy. It is anticipated that the final Structure Plan's strategy will follow closely the general strategy prepared in the Draft. The Draft Structure Plan's strategy seems likely to be both reasonable and durable although this does not imply that the policies and proposals will be effective in satisfying the strategy.

e) Policies and Proposals for Fulfilling the Strategy in the Subject Areas

This section analyses the Strathclyde Regional Council's Draft Structure Plan policies and proposals for fulfilling its strategy in the defined eight major subject areas and speculates on the form the final structure might take in regard to the subject areas, policies and proposals. In essence, the policies and proposals for achieving the Regional strategy have represented the important factors in determining either the success or failure of the Structure Plan. It was therefore necessary that the weight of this Chapter was apportioned to the analysis of the policies and proposals.

This analysis presents each subject area and its main Regional strategy, and then, outlines and analyses the policies and proposals relating to each subject area. The policies and proposals are scrutinised in respect of their relationship and continuity in line

with other subject areas and their policies and proposals in the quest for providing a sense of consistency and bringing obvious conflicting interests of the plan to light.

The Region's draft Structure Plan had included eight key subject areas in the consideration of fulfilling the strategic issues of the Region. In the order as they are presented in the draft Structure Plan, the subject areas are:

- (1) People and Housing
- (2) Employment and Industry
- (3) Transportation
- (4) Environmental Improvement
- (5) Environmental Protection
- (6) Shopping
- (7) Offices
- (8) Development Plans

The reasoning and justification for these subject areas chosen for the draft Structure Plan will be presented in depth at the beginning of the analysis for each subject area. But it is thought that at this stage a brief indication or definition of these subject areas was necessary to provide a connection or in the reader's mind to make the transformation of relationships from one subject area's policies and

proposals to those of other subject areas.

People and housing was chosen as the first subject area basically because housing policy had been historically important as an issue in the Clyde Valley for a long time. Perhaps because of this emphasis, and the fact that, generally speaking, housing conditions, due in many cases to the age of the structures and the lack of repair attention, have deteriorated, and have made it more likely that people will be easily enticed out of the old urban centres to peripheral areas and to new towns with new industry and employment.

Employment and Industry's inclusion as a subject area was obvious, as jobs for people are a necessity, and mainly, because unemployment within the Region is a serious problem that needed to be included in any plan for the area.

Transportation was chosen as a subject area as good transport means is necessary for a modern community to function, and is especially linked to the promotion of industry. People have to travel to and from work, goods and products produced in industries have to be transported to where they can realize sales, and people need transport to carry them on leisurely pursuits and activities.

Environmental Improvement was considered necessary as a main subject area as Strathclyde Region has an over abundance of derelict and blighted land that needs remedial action to restore these areas into more socially acceptable and livable standards.

Likewise, Environmental protection is warranted as a subject

area because the Region felt that the present environmental protection controls needed to be strengthened, and in some areas, extended for the enhancement to the people living in Strathclyde.

What with the emergence of large shopping centres, and cut rate wholesale stores, shopping in the recent years has become a concern to the Region because these new larger and sometimes more efficient complexes are starving out smaller neighbourhood shops and consequently making it more difficult for the large number of people in Strathclyde without personal transport as cars, more difficult and expensive to shop. Therefore, shopping was decided to be a major issue in its own right.

Offices were selected as a subject area by the Region because of the large amount of existing floor space in the Glasgow City Centre.

Development Plans was included as a subject area for the draft Structure Plan because the strategy for the Region needed policies and proposals for local planning action.

It was felt that if the subject areas policies were to be analysed, a system or technique needed to be incorporated into the analysis. The identification of the main policies was an essential stage in the draft Structure Plan process. This stage interconnected the issues and problems with the generated physical strategies. The following questions will be asked of each draft policy where appropriate, and will be the methodology on which this analysis bases its assessment of the draft policies:

- (A) are priorities between the problems established, and have the effects of solving one problem rather than another been examined?
- (B) Have the fixed constraints imposed by unchangeable commitments and limitations on expenditure controlled by individual government departments, been identified in respect to the policy?
- (C) Has the feasibility of alternative policies, given some flexibility of resource constraints, been examined?
- (D) Have similar past and present policies and proposals been reviewed in terms of their effectiveness in meeting stated aims, and if possible, related to the policy in the Structure Plan?

From the policy stage the analysis moves on to the assessment of the strategy chosen to give the policy decisions a physical expression. This strategy in the draft Structure Plan was in the form of suggestions, and will be depicted as proposals in the final Structure Plan. As it is felt that the analysis of the strategy should immediately follow the policy to which it pertains, the following points will be used in evaluating the physical strategy and proposals:

- (a) Is the suggested proposal or strategy effective in meeting the stated aims?

- (b) Have the resources to be used been accounted for in the implementation of the proposal or strategy?
- (c) Has the proposal or strategy been examined in terms of conflict with other policies and proposals?
- (d) Has the flexibility in response to uncertainty been evaluated?

It should be noted that the above questions in regard to analysing the policies and proposals will not be adhered to rigidly, as it is reasonable to assume that it is difficult to measure or judge the effect of policies and strategy that have not been tried or given opportunity to operate, as those in Strathclyde's draft Structure Plan. Likewise, it should be noted, that the analysis incorporates non-quantifiable or subjective answers to some of these questions. Some decisions at the end of day will be taken by the politicians. From here the move will be made to evaluate and analyse the Policies and related proposals on strategy of Strathclyde Region's Structure Plan.

As this section of the analysis was undertaken at the same time the Structure Plan was in its draft stage, and simply, because the timing of it was not conducive to a proper period inspection of effectiveness relating to the policies and proposals, a quasi-quantitative matrix system was devised approximately to assess the merits of the policies and proposals, using the criteria described earlier. It was

felt that this type of analysis was appropriate at this particular stage of the Structure Plan as opposed to discussing each of the policies and proposals individually which could have proved a confusing labyrinth of information tending to mystify rather than to clarify the total effectiveness of the policies in achieving, to a degree, the main strategy.

The Criteria used in the matrix evaluation procedure varies from one subject area to another even though the same four questions are asked of every policy and proposal. From here on it depends on the interpretation of the question in relation to both the general subject area and to the specific policy or proposal. For example, Policy Question (C) concerns the feasibility of alternative policies given some flexibility of resource constraints. It is obvious this particular Question will have different ramifications or meanings when viewed in different subject areas such as people and housing compared to offices or to environmental protection. These general evaluation questions must be interpreted in the light of each respective subject area. To illustrate this approach two examples have been chosen for each subject area, and each of the evaluation questions will be asked of the two policies or proposals in a step by step progression to indicate how each subject area's policies and proposals can be subjectively weighted on the scale, and then evaluated collectively. It should be noted that the matrix system does not make the value judgement on whether or not a policy is in fact a 'policy', or a proposal is in fact a 'proposal'. The matrix assumes that Strathclyde Region has defined the policies and proposals correctly for what it feels appropriate, and as such, the matrix

only interprets them as defined in respect to the four evaluation questions. This matrix procedure could be considered limited in this matter of definition as is reflected in a few draft policies in the Draft Structure Plan which could be easily mistaken for being proposals. For example, Draft Policy E11 reads as if it were a proposal.

This matrix was designed using scales of importance pertaining to each of the described objectives of analysis. The scale is from one to four. One (1) means that the policy or proposal appears to have effectively achieved the delineated purpose, while four (4) is the negative end of the pole where it has been felt that it does not meet the requirements. Two (2) represents the neutral area where it has been decided that equally the policy or proposal only goes half way in meeting its objectives, and three (3) represents the area on the verge of being ineffective when judging it by the established criteria.

This type of matrix, although perhaps controversial because of its somewhat subjective nature, provides a collective basis for an assessment of the draft policies and proposals. The scaling was compiled on the basis of the author's knowledge and observations of the situation, and therefore, could be criticised on the value or score judgements attached. It was felt this particular method of analysing the policies and proposals could be maximised in local government by circulating a questionnaire to planners and other people knowledgeable of the Structure Plan. They could rate the

policies and proposals of the Structure Plan using similar criteria used in this analysis of the draft Structure Plan, and thus, arrive at a quantitative assessment of the policies and proposals both individually and collectively. It was not possible to adopt this procedure in the context of this research.

(i) Policies and Proposals for People and Housing

In achieving the two main issues or aims the Draft Structure Plan stated that it intended to accomplish this through action to influence five ~~critierion~~ one of these being the quality and management of housing. In the Draft Structure Plan an entire section was devoted to the presentation of the subject area of People and Housing in Strathclyde. This section highlights the population/housing relationship with the Strathclyde Regional Report which concentrated on two main issues; the improvement of housing conditions and housing choice within Glasgow and the control of both public and private housing growth points. The Draft Structure Plan listed the two main issues relating to people and housing as follows:

- "(1) The extent to which the existing housing stock will remain suitable and acceptable and the effectiveness of improvement programmes, in reducing the need for further replacement of new building.
- (2) The choice of the most advantageous locations for new house building, to support the Regional economy, widen

housing choice and capitalise on existing resources."31.

The Structure Plan explained the assumptions, forecasts, reasoning and justification behind these chosen issues. In doing this, the planners divided the Region into three distinct housing market areas; (1) Argyll and Bute, (2) Ayrshire, and (3) the Clyde Valley which was further sub-divided into four second tier areas of Dumbarton, Renfrew/Inverclyde, the Eastern Conurbation of Lanark, and the Inner Conurbation. This divisioning appeared to be logical in its conception. The draft Structure Plan presented these explanations under the heading of "Timescale", "Degree of Change", "Flexibility and Choice", "Land Supply", "Housing Land Allocation", "Resources", "Broad Conclusions", and lastly, "Main Strategy". Following this, the general policies and proposals pertaining to people and housing were outlined for the entire Region, and then specific policies and suggestions were selected for the Districts.

This analysis was primarily concerned with subjects of the Strathclyde Structure Plan, and whether or not the process was sound and logical; and therefore, does not delve further into specific, hardcore data behind the population and housing, or for that matter, the other following subject areas. The assumption has been made that the planners were competent in producing the data necessary for the decisions made in regards to formulating alternatives; and choosing the main issues, policies and proposals

(suggestions) for the subject areas. From the reasoning and justification section the Region has listed what it calls 'Main Strategy Directions' in which the Regional Strategy will be developed. They are as follows:

- "(a) The level of housing provision should be based on the 1983 population estimate derived from the level of net out-migration of 18,800 persons per year
- (b) the amount of land required for new housing should be based on the highest level of demand projected for the public and private sectors.
- (c) the selection of housing land to meet the Strategy should emphasise lack of servicing problems and the accessibility of the site to employment.
- (d) there should be no direct allocation of land for private housing in the Ayr Housing Market to meet demands arising in the Conurbation
- (e) there is scope for the construction of approximately 6,680 private houses within Glasgow District during the period up to 1983

ILLUSTRATION IV.

TABLE 5.9 - THE HOUSING STRATEGY SUMMARIZED

District	Demographic/Migration Change			Housing Stock Change		Structure Plan Proposals				Housing Availability			Household Size Change		Resultant Population
	1	2	3	4	5	1976/83 Provisional Structure Plan Allocation				7	8	9	10	11	12
	1976 Population	1983 Static	1983 Static Less Out-Migration	1976/83 Housing Loss	1976/83 Housing Commitments	6* 1976/83 Provisional Structure Plan Allocation				(6b+6c) + (retained stock)**	Dwelling/Household Ratio	Occupied Dwellings	1971 Household Size	1983 Household Size	Prov. Popn. for Plng. Purposes
						a	b	c		1983 Housing Total					
Argyll and Bute	65,600	63,576	46,680	128	537	—	—	—	—	28,171	1-4181/1	19,865	2-76	2-66	58,900
Cunninghame	133,200	133,444	109,932	887	2,694	991	—	2,651	—	53,200	1-0760/1	49,442	3-05	2-73	138,700
Cumnock and Doon Valley	47,600	48,941	41,269	50	262	451	—	323	—	16,325	1-0863/1	15,028	3-24	2-88	43,900
Kilmarnock and Loudoun	82,500	84,713	69,606	100	418	124	—	325	—	31,265	1-0765/1	29,043	2-97	2-66	78,200
Kyle and Carrick	112,500	109,012	85,324	425	2,018	304	—	807	—	43,121	1-0870/1	39,670	2-94	2-62	108,100
Dumbarton	80,900	81,789	59,589	72	274	—	—	1,190	—	29,552	1-1144/1	26,518	3-08	2-70	75,400
Renfrew	209,500	212,230	157,990	2,473	1,790	2,678	2,252	1,720	—	76,369	1-0727/1	71,193	3-09	2-75	197,700
Inverclyde	104,100	105,532	78,892	209	973	—	—	369	—	37,255	1-0765/1	34,608	3-18	2-73	97,700
Glasgow	856,000	871,764	710,956	34,092	11,401	—	—	6,679	—	310,360	1-0950/1	283,436	3-01	2-75	803,000
Clydebank	55,900	57,193	47,659	572	99	—	—	230	—	18,893	1-0574/1	17,867	3-20	2-81	50,500
Eastwood	50,000	51,193	40,113	5	483	—	—	545	—	19,413	1-0529/1	18,438	2-95	2-73	51,000
Bearsden & Milngavie	38,000	38,551	30,543	153	1,411	—	—	431	—	14,583	1-0521/1	13,861	3-08	2-80	39,500
Strathkelvin	81,500	83,035	68,227	100	940	—	—	1,132	—	27,153	1-0548/1	25,742	3-31	2-90	78,300
Cumbernauld and Kilsyth	56,300	57,784	49,024	9	1,525	1,770	1,770	289	—	21,318	1-0449/1	20,402	3-36	2-95	60,000
Monklands	107,600	113,765	95,533	110	714	1,471	1,471	254	—	36,382	1-0459/1	34,785	3-42	3-06	107,500
Motherwell	161,100	163,478	132,622	862	1,023	1,142	762	320	—	53,216	1-0468/1	50,837	3-24	2-86	148,300
Lanark	55,000	55,506	45,506	169	512	434	250	445	—	19,961	1-0557/1	18,908	3-01	2-85	56,700
Hamilton	107,200	119,343	90,303	492	783	1,827	1,751	238	—	38,039	1-0481/1	36,293	3-21	2-88	106,100
East Kilbride	83,400	84,436	67,332	55	936	508	508	50	—	27,584	1-0466/1	26,356	3-34	2-88	76,800
STRATHCLYDE	2,488,600	2,527,000	2,027,100												2,376,600

Note: *Both Columns 6 and 13 will be revised as a result of consultation with District Councils and any subsequent modification of the Housing Strategy. The figures shown are therefore provisional as they result from the Housing Strategy in its present consultative form.

The high public and high private figures (Columns a and c) have been used as a basis for the allocation of housing land in the Draft Structure Plan. This approach gives a theoretical over supply of land and the low public and high private figures (Columns b and c) have therefore been used to calculate the provisional populations for planning purposes in Column 13.

**See Table 11.2

SOURCE: TABLE 5.9 of the Consultative Draft Strathclyde Structure Plan, 1977.

- (f) there may be a need for 3,300 public rental houses to meet the needs of migrants from Glasgow District during the period up to 1983." 32.

To provide a conceptual framework Table 5.9 from Page 21 of the Strathclyde Draft Structure Plan, entitled "The Housing Strategy Summarised" has been included on the following page, which relates the components of change between the population and housing on a District basis to 1983. This led to the next paragraph where the policies and proposals will be scrutinised.

This strategy relies crucially on two essentials:

- "(a) Measures to sustain and improve the acceptability and suitability of the housing stock and environment in Glasgow.
- (b) Measures to curtail growth aspirations of peripheral Districts based on the expectation of a continued outflow of people from the City." 33.

The policies and proposals for people and housing are analysed collectively in respect to the criteria established in the beginning of this section. Each of these policies and proposals are numbered, and therefore, will be referred to in their respective number for example the first on housing has been enumerated "H1", and the second "H2" and so on. The policies and proposals (suggestions) included in the Draft Structure Plan pertaining to housing and people have been listed in Appendix C.

To give an idea what areas they cover, the policies and proposals for the subject area of People and Housing have been grouped and classified by this analysis into six divisions which will collectively explain each division's special area of intended influence.

The first division consists only of Draft Policy H1 which considers the land not zoned for residential use should not be used unless it meets the Regional Development Strategy, or is an infill site within an urban area.

The next two Draft Policies, H2 and H4 and subsequent Suggestions H3, H5 and H6 refer specifically to the Key Diagram in fulfilling the residential development, and suggest locations in the Region.

The third division consisting of Proposals (or Suggestions) H7, H8, H9, H10 and H11 contains recommendations to the Secretary of State, New Town Development Corporations and the S.S.H.A. which concern housing/employment relationships in new towns, the termination of overspill agreements with Glasgow District, letting agreements of corporation housing, confirmation of corporation house sales, limiting the number of S.S.H.A. houses at Erskine New Community, and lastly, the maintenance of existing housing stock.

The fourth division containing Proposals H12, H13, H14, H15 and H16 are basically recommendations to the District Councils, and are concerned with increasing the improvements to older public housing areas, with investigating the potential for private housing in the Districts with an abundance of public housing.

The next division consists of Policy H17 and the Suggestions H18 and H19 which cover the special needs for the Districts and the Housing Associations, the rural housing needs, and holiday accommodation.

TABLE MATRIX I
PEOPLE & HOUSING

SCALE: 1 MOST LIKELY TO SUCCEED 4 LEAST LIKELY								
NUMBER OF POLICY OR PROPOSAL	POLICIES				PROPOSALS			
	A) ARE PRIORITIES BETWEEN THE PROBLEMS ESTABLISHED	B) HAVE THE FIXED CONSTRAINTS BEEN IDENTIFIED	C) HAS THE FEASIBILITY OF ALTERNATIVE POLICIES BEEN EXAMINED	D) HAVE SIMILAR PAST AND PRESENT POLICIES BEEN REVIEWED	a) IS THE PROPOSAL EFFECTIVE IN MEETING THE STATED AIMS	b) HAVE THE RESOURCES BEEN ACCOUNTED FOR IMPLEMENTATION	c) HAS IT BEEN EXAMINED IN TERMS OF CONFLICT WITH OTHER POLICIES/PROPOSALS	d) HAS THE FLEXIBILITY BEEN EVALUATED
H1	1	1	1	3				
H2	1	1	2	3				
H3					2	1	2	4
H4	1	1	3	3				
H5					2	1	1	2
H6					4	1	2	2
H7					3	3	1	4
H8					4	4	3	4
H9					1	3	3	3
H10					2	1	1	2
H11					3	3	1	3
H12					4	4	1	3
H13					2	4	3	2
H14					1	2	1	1
H15					4	4	3	3
H16					1	3	1	1
H17	2	3	2	3				
H18					2	4	1	1
H19					2	2	1	2
H20					1	2	2	2
H21					2	2	2	2
H22					4	3	3	3
H23					2	4	3	3
H24					2	4	3	3
H25					3	3	1	3
H26					2	4	2	3
H27					2	3	3	2
H28					2	3	3	4
H29					3	3	3	3
H30					2	3	3	4
H31					2	3	3	4
TOTAL	5	6	8	12	64	77	56	73
Average	1.25	1.50	2.00	3.00	2.37	2.85	2.07	2.70
Overall Average	1.94				2.50			

The sixth division contains Suggestions H20, H21, H22, H23, H24, H25, H26, H27, H28, H29, H30, and H31; and provides specific recommendations to the Districts, the Secretary of State, the Development Corporations, the Scottish Special Housing Association, and Housing Associations.

To explain how the following People and Housing Matrix's policies and proposals were subjectively evaluated on the scale of 1 to 4 when subjected to the four evaluation questions, Policy H4 and Proposal H16 have been chosen as examples.

Policy H4 states that any application for residential development within the areas indicated on the Key Diagram should be granted provided local planning considerations can be met. In regards to Question 'A', Policy H4 was given a score of 1 (most likely to succeed) because it was determined that the Region had examined the priorities between the residential problems. Likewise, Question 'B' was allocated a score of 1 because the Region was known to have looked at fixed constraints concerning housing especially in areas where infrastructure and additional costs were concerned. Question 'C' was rated a score of 3 because it was known that the Region did not seriously look at alternative policies and, and that it could not be regarded as flexible when referring to a fixed Key Diagram based on a grid format. Question 'D' was rated a score of 3 because it was thought that the Region did not adequately consider past residential policies in these areas referred to on the Key Diagram.

Proposal H16 suggests to the District Councils that priority be generally given to the development of gap/redevelopment sites, rather than peripheral sites. Question 'a' was given a score of 1

for this proposal because it was the opinion that it would be effective in fulfilling the proposal's aim as it would be easy to control and monitor. Question 'b' was rated a score of 3 because it is known that the Region has not taken into account the number of gap/redevelopment sites in the Region which could be considerably high and might create future problems for the Region. Question 'c' was allocated a score of 1 because the proposal appears to have been consistent with other policies and proposals. Lastly, Question 'd' is considered favourably with a score of 1 because the proposal is felt to be flexible in its application to built-up areas.

When assessing the collective merits of the individual draft policies and proposals or suggestions of the subject area of people and housing, the results indicate their questionability. Using the four criteria outlined at the beginning of this section for judging the policies and proposals, the four policies score an average of 1.94 on the scale compared with an even higher score of 2.50 for the proposals. This analysis suggests the policies should be reviewed against similar past and present policies to gauge their effectiveness in meeting stated aims as well as reviewing their feasibility. The proposals, however, need to be looked at more in the light of resources needed to fulfil the proposals, and also, the need for the proposals to be generally more flexible. This analysis indicates that these changes need to be made if the policies and proposals are to be viable.

(ii) Employment and Industry

The next subject area given emphasis in the Strathclyde's Draft Structure Plan was employment and industry. This subject area was directly associated with the Regional Report's basic strategy which was based on the two key factors:

"(a) the need to increase the number of jobs in the Region

(b) the need to tackle urban deprivation" ³⁴.

Naturally, the Draft Structure Plan's policies have indicated incentives to increase employment, and consequently, reduce deprivation. In respect to this subject area the Draft Structure Plan lists two major issues:

"(1) The extent to which available premises and sites will meet the foreseeable demand generated by economic growth and change.

(2) The choice of advantageous locations for new industrial sites to support the Regional economy, widen and increase employment choice and capitalise on existing resources." ³⁵

In addition to these two issues the Draft Structure Plan concluded that the main problems in the Regional economy are:

"(a) the Region's economy has been concentrated upon sectors where employment has been

declining throughout the United Kingdom

- (b) there has been insufficient investment in plant and machinery, inadequate adaptation to new techniques and new products, failure to improve sufficiently management and labour practices in line with international practices, and
- (c) these problems are common to a number of other regions in the United Kingdom and, to a significant extent, the wider problems of the United Kingdom are one and the same as those of Strathclyde." ³⁶.

In summarising its conclusions, employment and industry in regard to the supply and distribution of industrial land in the region, the following three points were expressed:

"Firstly, the existing general land supply of available, serviced, prime sites is probably more than adequate for the needs of both industrialists and the community. There may be deficiencies with regard to the distribution of these sites and steps may be required to remedy these, but the overall impression must remain one of refraining from expansion of the industrial zoning within Strathclyde. Indeed, local planning for the period until 1983 may very well be concerned more with dezoning existing industrial sites than with the zoning of new sites. Secondly, regard

must be paid to the encouragement of development, not only with regard to increasing employment in the Region as a whole but also with regard to its location within the Region, specifically, with a view towards the regeneration of the older urban areas. Thirdly, the existing supply of major industrial sites is probably inappropriate and inadequate for the needs of the Regional Economy." 37.

The policies and proposals relating to employment and industry have been fully listed in Appendix C, but to give an idea what areas they cover, the policies and proposals in this subject area have been grouped into the following six divisions.

The first division consisting of Policy E1 refers to the Key Diagram and the Schedule 1 as constituting the general industrial land supply; and the second division consisting of Policy E2 and Suggestion E3 considers the additional zoning and dezoning of industrial land. The third division containing Policy E4 and Proposals E5, E6, and E7 are concerned with indicating the location of prime industrial sites. Policy E8 is the fourth division and deals with applications for development near hazardous industry. The next division consists of Proposal E9 which encourages the Scottish Development Agency and the District Councils of Glasgow, Clydebank, Motherwell, Monklands and Inverclyde to provide incentives for attracting industry. The last division consisting of Policies E10, E11, E12, E13, E14, E17 and E24, and with Proposals E15, E16, E18, E19, E20, E21, E22 and E23 name particular areas for certain types of basic industry; for instance, E11 is a policy wanting to locate a major site in Irvine for pharmaceutical manufacturing.

As with people and housing, the matrix analysis has been used in examining the employment and industry policies and proposals. To explain how the Employment and Industry Matrix's policies and proposals were subjectively evaluated on the scale of 1 to 4, Policy E17 and and Proposal E5 have been chosen as examples.

Policy E17 states that the requirement for major industrial sites presently zoned at Longhaugh and Bloak Moss will be reconsidered during the consultation period. This happens to be an unusual policy in that it has been scored 1 on all four Questions. Question 'A' is satisfied because it is known that the priorities between these two sites in relation to other prime industrial sites has been clearly established by the Region. Question 'B' has definitely been fulfilled as the Region has closely looked at fixed constraints concerning these two sites. Question 'C' has been examined favourably because the Region has looked at alternative policies, and in this case, has left its options open by reconsidering it over the consultation period. And lastly, Question 'D' is satisfied because the Region has thoroughly viewed the past and present policies and proposals relating to these two sites.

Proposal E5 suggests to the District Councils, the New Town Development Corporations, and the Scottish Development Agency that priority be given to the construction of advance factories only upon sites which form part of the general industrial land supply, as indicated on the Key Diagram and on Schedule 1. Question 'a' was given the score of 2 because it was felt it was questionable

whether this proposal would be effective because the Key Diagram and the Schedule are not that specific, and it would not seem logical for the New Town Development Corporations, the Scottish Development Agency, and District Councils to accept this proposal's suggestion without indepth investigations on their part, and also, they are not directly required to comply with such far reaching directives. Question 'b' was also scored 2 because it was determined that the Region had not fully accounted for all the resources involved in implementing this particular proposal. Question 'c' was evaluated at a score of 3 because it was considered that the Region had not examined the probable conflicts with other policies and proposals. Question 'd' was also scored 3 because it was considered inflexible as the Region did not fully take account of the possibility that the authorities involved would not be compelled to comply with it in every case.

The policies, listed in this subject area, appear collectively sound, and the proposals, although not as influential, point towards the fulfilment of Strathclyde Region's Strategy. The Employment and Industry Matrix rates the proposals their poorest in terms of their overall lack of flexibility in response to uncertainty by giving them an average score of 2.54. An indication of possible conflict of the proposals in this subject area with other policies and proposals in the other subject areas is suggested by the Matrix with an average score of 2.38.

TABLE MATRIX II

EMPLOYMENT

NUMBER OF POLICY OR PROPOSAL	SCALE: 1 MOST LIKELY TO SUCCEED 4 LEAST LIKELY							
	POLICIES				PROPOSALS			
	A) ARE PRIORITIES BETWEEN THE PROBLEMS ESTABLISHED	B) HAVE THE FIXED CONSTRAINTS BEEN IDENTIFIED	C) HAS THE FEASIBILITY OF ALTERNATIVE POLICIES BEEN EXAMINED	D) HAVE SIMILAR PAST AND PRESENT POLICIES BEEN REVIEWED	a) IS THE PROPOSAL EFFECTIVE IN MEETING THE STATED AIMS	b) HAVE THE RESOURCES BEEN ACCOUNTED FOR IMPLEMENTATION	c) HAS IT BEEN EXAMINED IN TERMS OF CONFLICT WITH OTHER POLICIES/PROPOSALS	d) HAS THE FLEXIBILITY BEEN EVALUATED
E1	1	2	3	1				
E2	2	1	2	1				
E3					2	1	2	3
E4	1	2	3	1				
E5					2	2	3	3
E6					1	1	1	1
E7					2	2	3	3
E8	1	1	1	2				
E9					2	2	2	3
E10	1	1	2	2				
E11	1	1	1	1				
E12	1	1	1	1				
E13	1	1	1	1				
E14	1	1	2	1				
E15					2	2	3	3
E16					2	2	2	2
E17	1	1	1	1				
E18					2	1	2	2
E19					2	2	3	3
E20					2	3	3	3
E21					1	2	2	2
E22					1	1	2	2
E23					2	2	3	3
E24	1	1	1	1				
Total	12	13	18	13	23	23	31	33
Average	1.20	1.30	1.80	1.30	1.77	1.77	2.38	2.54
Overall Average	1.40				2.12			

(iii) Transportation

The third subject area explored by the draft Structure Plan was transportation. The Plan made reference to the Secretary of State's view in that he envisaged the Structure Plan would specify more explicitly the principal areas of interaction of land use and development with transportation facilities. The Plan has also depicted the three main issues with respect to transportation as:

- "(1) The extent to which the demand for movement can be managed by socio-economic or land use policies, and potential benefits or disadvantages which could arise.
- (2) The extent to which the existing strategic transportation network will be adequate to meet the foreseeable managed demand for movement, and the extent to which it can be maintained or improved.
- (3) The extent to which new roads or public transport services would benefit the Regional economy and areas lacking access to employment opportunities, and the balance to be struck between these requirements and areas affected by significant environmental/transportation conflicts" ³⁸.

From these three main issues the Region's Structure Plan has derived the following transportation objectives:

- "(a) To develop the strategic road network by giving priority towards increased benefits for freight and business traffic.
- (b) To maintain and improve the public transport system to provide mobility particularly for the labour force and those without cars.
- (c) To provide necessary connections to the existing strategic networks for preferred areas for development.
- (d) To utilise and improve the existing transportation system in order to enhance the environment particularly in areas of urban deprivation." ³⁹.

The transportation strategy for Strathclyde was ~~divided~~ into four areas: the Clydeside, Inter-Urban and Regional Movement, Rural Movement, and lastly, in its relationship to the overall Regional Development Strategy. Since the strategies were important in the assessment of the final policies and proposals the specific strategies for these areas have been listed:

"Strategy for Clydeside

- (a) Average journey lengths for journey to work will continue to increase;
- (b) Person movements, in general, within Glasgow District will continue to decline rapidly resulting in a

reduction of around 25 percent from 1971 to 1983, whereas elsewhere in Clydeside they will fall more slowly;

- (c) Large movements to the Central Area for journey to work will continue with a tendency for greater directional imbalance in peak hour movements to and from the Central Area;
- (d) There will be no total reduction in vehicle movements despite the population decline;
- (e) Public transport patronage will continue to decline overall, although the decline will be less for Central Area types and for longer distance movements;
- (f) Peak flow public transport movement to the Central Area will tend to become more pronounced in the daily pattern.

Strategy for Inter-Urban and Regional Movement

- (a) By far the largest proportion of inter-urban journeys are made by private vehicle;
- (b) The proportion of through traffic on many inter-urban routes is not high and rarely rises above 50 per cent, even on major trunk routes;

- (c) rail services, where available, generally carry a higher proportion of through trips to their total trips than is carried by roads;
- (d) in general, bus services on inter-urban routes are used primarily for local trips;
- (e) there are parallel bus and rail services with light loadings which merit rationalisation.

Strategy for Rural Movement

- (a) there is great variation in the amount of subsidy per capita given to different rural areas of the Region;
- (b) rural settlements of similar size have greatly varying public transport provision, although the need for transport varies between settlements, some redistribution of resources may be required;
- (c) settlements on main inter-urban routes have much better services than those away from main lines of communication.

Relationship to Regional Development Strategy

- (a) road improvements which allow reduced journey times and assist existing industry by reducing the cost of movement of goods and raw material;
- (b) provision of good public transport services to help

- job mobility especially for those who do not have access to a car; thus employers have access to a wider catchment area and workers have a greater choice of job opportunities;
- (c) provision of adequate road capacity to achieve local planning objectives, environmental improvement and improved public transport operation;
 - (d) a good public transport network to compliment restraint on car usage as a method of achieving, environmental improvement."⁴⁰

The policies and proposals of the Transportation subject area have been aggregated into three divisions to provide an idea of the areas they cover (see Appendix C for complete list of policies and proposals). The first division, consisting of Proposals TP1, TP2, TP3, TP4, TP5, TP6, TP7, TP8 and TP9 concern public transport. TP1 states that a managed transport strategy should be implemented, and the rest, TP2 through TP9 cover railway lines (especially electrification of lines), bus services in areas of need, rural area transport, revenue support for public transport, and lastly, suggestions to the Secretary of State to continue his support to suburban rail and ferry services.

The second division, containing Policies TP10, TP11 and TP12, and Proposal TP13, involves the road network. They deal with the programme of road construction in a managed strategy, the improvement of interurban and Regional road links to the National Network, the relief to communities on strategic roads, and co-ordination with the Trunk Road Programme.

The last division, consisting of Policies TP14 and TP20, and Proposals TP15, TP16, TP17, TP18, TP19 and TP21, is concerned with special problems and gives suggestions for transport in the Glasgow area with exception of TP21 which applies to ferry services for the islands in Argyllshire.

To describe how the Transportation Matrix's policies and proposals were subjectively evaluated on the scale of 1 to 4, Policy TP7 and Proposal TP9 have been chosen as examples.

Policy TP7 states that consideration will be given to the rationalisation of public transport in rural areas to better reflect local needs. Questions 'A' and 'B' were given a score of 1 because the Policy clearly establishes the priorities, and the Region also has examined the fixed constraints operating in the rural areas. Question 'C' was scored 2 because it was felt that the Region had not fully assessed the feasibility of other policies given a greater flexibility of resources. Question 'D' was determined to have a score of 3 since it was known that the Region did not adequately explore similar policies for their effectiveness.

Proposal TP9 suggests to the Secretary of State that his support for suburban rail services and ferry services be continued. Questions 'a', 'b' and 'c' were given the score of 2 because for Question 'a' it was the opinion that the Proposal was not effective since it does not state why the support should continue; for Question 'b' it was determined that the Region had not fully assessed the necessary resources for the continued support; and for Question 'c' it was not fully clear whether the Proposal had been examined in the light of conflict with other proposals. Question 'd' was given the score of 4 because it was the opinion that the Proposal was not flexible in response to the possibility that the Secretary of State may not continue his support posing a problem with the continuation of certain rail and ferry services.

MATRIX TABLE III

TRANSPORTATION

NUMBER OF POLICY OR PROPOSAL	SCALE: 1 MOST LIKELY TO SUCCEED 4 LEAST LIKELY							
	POLICIES				PROPOSALS			
	A) ARE PRIORITIES BETWEEN THE PROBLEMS ESTABLISHED	B) HAVE THE FIXED CONSTRAINTS BEEN IDENTIFIED	C) HAS THE FEASIBILITY OF ALTERNATIVE POLICIES BEEN EXAMINED	D) HAVE SIMILAR PAST AND PRESENT POLICIES BEEN REVIEWED	a) IS THE PROPOSAL EFFECTIVE IN MEETING THE STATED AIMS	b) HAVE THE RESOURCES BEEN ACCOUNTED FOR IMPLEMENTATION	c) HAS IT BEEN EXAMINED IN TERMS OF CONFLICT WITH OTHER POLICIES/PROPOSALS	d) HAS THE FLEXIBILITY BEEN EVALUATED
TP 1	1	2	2	3				
TP 2	1	1	1	3				
TP 3	1	1	1	3				
TP 4	1	2	2	2				
TP 5	1	1	1	2				
TP 6	2	2	2	3				
TP 7	1	1	2	3				
TP 8	2	2	2	3				
TP 9					2	2	2	4
TP10	1	1	2	3				
TP11	2	2	2	3				
TP12	1	2	2	3				
TP13					2	3	3	3
TP14	1	2	1	3				
TP15	1	2	1	2				
TP16	1	2	2	2				
TP17					2	3	2	3
TP18	2	3	3	3				
TP19					3	2	3	2
TP20	2	2	3	3				
TP21	1	1	2	3				
TOTAL	22	29	31	47	9	10	10	12
AVERAGE	1.29	1.71	1.82	2.76	2.25	2.50	2.50	3.00
OVERALL AVERAGE	1.90				2.56			

The transportation matrix is noticeably different from the others in the fact that the policies outnumber the proposals or suggestions by 17 to 4. Some of the policies are so specific in nature that they, perhaps, should have been referred to as proposals, for example TP14 and TP16 as they relate more to a specific physical strategy. The connection between the transportation strategies listed earlier and the policies and proposals is not evident, while the relationship between the proposals and policies is well established. The proposals appear on the matrix to be questionable especially in terms of flexibility with an average score of 3.00 while the score for both resources and conflicts is 2.50. Before the policies and proposals can establish the basic strategy for transportation this matrix analysis has suggested some basic alterations in terms of balancing the policies and proposals, and also, restructuring existing proposals.

(iv) Environment

The environment both in terms of protection and improvement was featured as a subject area in the draft Structure Plan. Relating specifically to the Regional Report the draft Structure Plan clearly stated that the policies and proposals pertaining to the environment contained therein would supercede those in the Regional Report when applicable. Two areas of the environment, improvement and protection, were presented separately in terms of their issues. The environmental improvement issues were stated to be:

- "(1) Those areas of derelict and degraded land which should have priority for rehabilitation given the resources available and the over-riding needs of the Regional economy.
- (2) Those areas of poor housing environment which should have priority for improvement, available, and whether these needs are of such over-riding importance that alternative funds should be made available from other sources."⁴¹.

The issue pertaining to environmental protection was:

"The most appropriate means to protect sensitive environmental areas, or other resources requiring environmental protection." ⁴².

Under environmental improvement two different categories were presented in the draft Structure Plan; derelict and degraded land, and housing environment. "EI1, EI2, EI3, EI4" are the proposals relating to derelict land, and the strategy laid out in the Plan was not precise. There was no general policy covering this area just a series of proposals thinly related to an ill-defined strategy.

Housing environment strategy was strongly related to previous experience and preference was given to: (a) areas of need, (b) the most environmentally deficient areas, and (c) areas associated with

internal improvement or modernisation programmes. Like the derelict and degraded land, there were no policies only suggestions and proposals to fulfill the strategy.

This subject area of Environmental Improvements has no policies pertaining to derelict land and the housing environment. However, it has seven proposals in the form of suggestions to cover these two areas. The first four Proposals, EI1, EI2, EI3 and EI4 are concerned with derelict land in terms of referring to the Key Diagram, encouraging public bodies to use their powers, attaching special conditions to planning applications, and enticing new development on derelict land. The last three Proposals, EI5, EI6 and EI7 pertain to the housing environment, and encourage the District Councils to give priority to areas shown on the Key Diagram when they prepare their housing plans, and it also, indicates that the Secretary of State should observe the Key Diagram in its support of housing projects.

To show how the Environmental Improvement Matrix's proposals were subjectively evaluated on the scale of 1 to 4, Proposal EI4 has been chosen as an example. Proposal EI4 suggests to the District Councils and public bodies, to whenever possible, encourage or carry out development on derelict land in preference to undeveloped land. Question 'a' was scored 2 because it was the opinion that it could be only moderately successful depending how effective the Region's encouragement could be. Question 'b' was given the score of 1 since the Region had taken account of the amount of significant derelict land in the Region. Question 'c' was rated a score of 2 because the Proposal had not fully been examined with other proposals. Question 'd' was given the score of 3 since it was not considered flexible enough in the event the various authorities did not comply.

TABLE MATRIX IV.

ENVIRONMENT - IMPROVEMENTS

NUMBER OF POLICY OR PROPOSAL	SCALE: 1 MOST LIKELY TO SUCCEED 4 LEAST LIKELY							
	POLICIES				PROPOSALS			
	A) ARE PRIORITIES BETWEEN THE PROBLEMS ESTABLISHED	B) HAVE THE FIXED CONSTRAINTS BEEN IDENTIFIED	C) HAS THE FEASIBILITY OF ALTERNATIVE POLICIES BEEN EXAMINED	D) HAVE SIMILAR PAST AND PRESENT POLICIES BEEN REVIEWED	a) IS THE PROPOSAL EFFECTIVE IN MEETING THE STATED AIMS	b) HAVE THE RESOURCES BEEN ACCOUNTED FOR IMPLEMENTATION	c) HAS IT BEEN EXAMINED IN TERMS OF CONFLICT WITH OTHER POLICIES/PROPOSALS	d) HAS THE FLEXIBILITY BEEN EVALUATED
EI 1					2	4	3	3
EI 2					2	4	3	3
EI 3					1	1	2	2
EI 4					2	1	2	3
EI 5					2	3	3	3
EI 6					2	3	3	3
EI 7					2	2	3	3
TOTAL					13	18	19	20
AVERAGE					1.86	2.57	2.71	2.86
OVERALL AVERAGE	2.50							

The Environmental Improvement Matrix has one obvious flaw, the omission of any policies to fulfil the basic strategy. Instead there are seven proposals which average out a score of 2.50 over the four criteria which indicates that there needs to be some major revision in this subject area. A policy or policies need to be established with viable proposals relating to a policy framework.

Environmental Protection is the other section of the Environment subject area, and it is divisioned into six topics, the landscape, ecology, heritage and urban conservation, the green belt, minerals, and air pollution.

The draft landscape protection strategy was based on two areas, the preservation of a hierarchy of landscape designation, and the more effective control of development and protection of resources. The landscape division of the Draft Structure Plan consists of Policy EP1 and three Proposals, EP2, EP3 and EP4 which refer to the Key Diagram, co-operation in controlling development, the Schedule 5, and lastly, the encouragement of afforestation on the upland moorland plateau of Central Scotland.

Under ecology the Draft Structure Plan strategy consisted of three areas: (1) existing and proposed landscape designations, (2) provision of facilities for the study and enjoyment of fragile landscapes requires controls, and (3) planned integration of habitat management for nature conservation with other primary land uses. This ecology division contains a Policy EP5 and a Proposal EP6 which refer to the Key Diagram's defined areas of ecological significance which it would like the Districts to acknowledge.

Next, heritage and urban conservation strategy was based on the emphasis placed on securing the repair and regular maintenance of the best existing historic building stock, and upon the enhancement of the existing conservation areas throughout the Region. This heritage division consists of three Policies, EP7, EP8 and EP9 and one Proposal EP10, which deal with applications for financial aid to historic buildings with a priority rating of schemes, with listing the authorities involved in the process, and with encouragement to Districts to prepare enhancement policies for their conservation areas.

Green Belt protection strategy was basically the need or requirement of a modification of boundaries and the policies which supported them. This Green Belt division consists of three Policies, EP11, EP12 and EP13 which refer to the areas on the Key Diagram, to Schedule 6, and to the preparation of a Local (Subject) Plan on Green Belts.

The Minerals strategy in the Draft Structure Plan was to ensure that demand for and supply of sites for mineral extraction was kept in reasonable balance, and that planning blight would not occur. This Mineral division, consisting of Policy EP14 and Proposal EP15, concerns the development control measures for the Region, and suggests the preparation of a Local (Subject) Plan on minerals.

The Pollution strategy in the Draft Structure Plan was the alleviation of pollution in the Region through improved pollution controls, and to establish agreed guidelines and methods for the identification of potential future pollution problems. This Pollution division consists of two Policies, EP18 and EP19, and two Proposals, EP16 and EP17 which consider improving the standards of pollution control,

refers to the Key Diagram and to the Control of Pollution Act 1974; and to prepare a Local (Subject) Plan relating to disposal of wastes on land.

To explain how the following Environmental Protection Matrix's policies and proposals were subjectively evaluated on the scale of 1 to 4, Policy EP5 and Proposal EP10 have been chosen as examples.

Policy EP5 states that the tracts of greatest ecological significance shown on the Key Diagram will be considered for adoption as a basis for development control. Questions 'A' and 'B' have both been scored 1 because it was felt the priorities between the problems in ecology had been established by the Region, and secondly, the fixed constraints concerning this policy and its application to development control have been accounted. Question 'C' was given a score of 2 since it was the opinion that the Region could have explored further alternative policies. Question 'D' was determined as a score of 2 because there was some doubt that such policies in the past have not always proved effective.

Proposal EP10 suggests that District Councils give consideration to the preparation of enhancement policies for their existing conservation areas. Question 'a' was given the score of 2 because it was felt that the Proposal was not completely effective since it totally relied on the Districts' acceptance. Question 'b' was scored a 3 since the Region has not fully assessed the resources required to fulfil this Proposal. Questions 'c' and 'd' were also given the score of 3 because the Proposal has not been considered by the Region in regard to other proposals and because it was the opinion that it was not flexible enough as it did not account for the Districts ignoring the Proposal.

TABLE MATRIX V

ENVIRONMENT - PROTECTION

NUMBER OF POLICY OR PROPOSAL	SCALE: 1 MOST LIKELY TO SUCCEED 4 LEAST LIKELY							
	POLICIES				PROPOSALS			
	A) ARE PRIORITIES BETWEEN THE PROBLEMS ESTABLISHED	B) HAVE THE FIXED CONSTRAINTS BEEN IDENTIFIED	C) HAS THE FEASIBILITY OF ALTERNATIVE POLICIES BEEN EXAMINED	D) HAVE SIMILAR PAST AND PRESENT POLICIES BEEN REVIEWED	a) IS THE PROPOSAL EFFECTIVE IN MEETING THE STATED AIMS	b) HAVE THE RESOURCES BEEN ACCOUNTED FOR IMPLEMENTATION	c) HAS IT BEEN EXAMINED IN TERMS OF CONFLICT WITH OTHER POLICIES/PROPOSALS	d) HAS THE FLEXIBILITY BEEN EVALUATED
EP 1	1	1	2	2				
EP 2	1	1	2	3				
EP 3	2	2	2	3				
EP 4	1	1	1	3				
EP 5	1	1	2	2				
EP 6					2	1	2	2
EP 7	1	1	1	3				
EP 8	1	2	1	3				
EP 9	1	1	1	3				
EP10					2	3	3	3
EP11	1	1	1	1				
EP12	1	1	1	1				
EP13	1	2	2	3				
EP14	1	2	2	3				
EP15	1	1	1	3				
EP16					3	2	2	3
EP17					2	2	3	3
EP18	1	1	1	3				
EP19	1	1	1	3				
TOTAL	16	19	21	39	9	8	11	11
average	1.07	1.27	1.40	2.60	2.25	2.00	2.75	2.75
OVERALL AVERAGE	1.59				2.44			

From the environmental protection matrix the tabulated scores generally have indicated the policies, with 1.59, show promise, but the proposals with 2.44 lack flexibility and were considered to be conflicting as well as bordering on the verge of effectiveness. The proposals need to be altered to provide the essential expression of the basic strategy and pursuant policies.

Shopping

Shopping was identified in the draft Structure Plan as a subject category, and in its relationship to the Regional Report, it was stated that major shopping projects must be appraised in terms of their effect upon existing^{shops} communities, commitment to infrastructure, and relationship to public transport. With this in mind the draft Structure Plan clearly stated that the main issue in regards to shopping was "the extent to which existing shopping areas can meet future spending patterns and changing methods of retailing, and the consequent demand for new floor space or need for local planning action in the event of diminishing retailing prospects." 43.

The policies and proposals in the Shopping subject area have been separated into six related divisions. The first division, consisting of Policies S1, S3 and S4, and Proposal S2, points to Schedule 7 in terms of redevelopment and shopping floorspace, additions to shopping centres, and the deficiencies in the shopping environment. The second division contains two Policies S5 and S6, and they refer to the Region's position regarding Hypermarkets, large stores and retail discount warehouses. Policy S7 permits small scale

additions to the local shopping centres providing it does not conflict with other shopping policies, and is the third division. The fourth division consists of three Proposals, S8, S9 and S10, which depict the specified areas where there are deficiencies of large stores, and where additional floorspace is required. Policy S11 represents the fifth division, and permits only large Department Stores of Regional Significance in the Glasgow City Centre Core. The last division, consisting of Proposal S12 indicates that future shopping development should be supported by the appropriate catchment population.

To describe how the Shopping Matrix on the following page has subjectively evaluated its policies and proposals, Policy S1 and Proposal S2 have been chosen as examples to demonstrate how they were scored.

Policy S1 states that it is considered there should not normally be any restriction on the redevelopment of shopping floorspace within the shopping centres indicated in Schedule 7. Questions 'A' and 'B' were classified as a score of 2 because it was the opinion that the Region had not fully examined the priorities in the subject area of shopping, nor had it fully explored the fixed constraints of additional floorspace to these centres. Question 'C' was given a score of 4 because it was felt that the Region had not fully looked at the possibility of alternative policies, Question 'D' was assigned a score of 3

TABLE - MATRIX - VI

SHOPPING

		SCALE: 1 MOST LIKELY TO SUCCEED				4 LEAST LIKELY			
		POLICIES				PROPOSALS			
NUMBER OF POLICY OR PROPOSAL	A) ARE PRIORITIES BETWEEN THE PROBLEMS ESTABLISHED	B) HAVE THE FIXED CONSTRAINTS BEEN IDENTIFIED	C) HAS THE FEASIBILITY OF ALTERNATIVE POLICIES BEEN EXAMINED	D) HAVE SIMILAR PAST AND PRESENT POLICIES BEEN REVIEWED	a) IS THE PROPOSAL EFFECTIVE IN MEETING THE STATED AIMS	b) HAVE THE RESOURCES BEEN ACCOUNTED FOR IMPLEMENTATION	c) HAS IT BEEN EXAMINED IN TERMS OF CONFLICT WITH OTHER POLICIES/PROPOSALS	d) HAS THE FLEXIBILITY BEEN EVALUATED	
S 1	2	2	4	3	2	2	3	3	
S 2									
S 3	2	2	4	3					
S 4	2	2	3	3					
S 5					2	3	3	3	
S 6	2	3	4	3					
S 7	2	2	4	3					
S 8					3	3	3	3	
S 9	1	1	1	2					
S 10	1	2	2	3					
S 11					1	2	3	3	
S 12					3	3	3	3	
TOTAL	12	14	22	20	11	13	15	15	
AVERAGE	1.71	2.00	3.14	2.86	2.20	2.60	3.00	3.00	
OVERALL AVERAGE	2.43				2.70				

because it was the opinion that the similar past policies had not been assessed fully and in this area it was felt the Policy would not be very effective.

Proposal S2 suggests that community and commercial facilities should be integrated within the centres indicated on Schedule 7, whenever possible. Questions 'a' and 'b' were both scored as a 2 because it was determined that the Proposal bordered on effectiveness and that the assessment and evaluation of the resources was not completed. Question 'c' was assigned a score of 3 since there appeared to be no examination of the effects of this Proposal on other proposals and policies. Question 'd' was also given a score of 3 because it was considered that it was not flexible enough in response to certain special needs that could not be adequately provided by the centres listed in Schedule 7.

By inspecting the Shopping Matrix the general impression casts a shadow onto the shopping strategy and the policies and proposals behind it. This was undoubtedly augmented by the apparent deficiency of specific strategies leading to the main strategic issue, and resulting in the policies and proposals to support the minor strategy. Unless these policies and proposals are altered to reflect a more realistic approach, the analysis suggests that the shopping strategy will not be effective in meeting its stated aim.

(vi) Offices

The draft Structure Plan included Offices as a subject area, and indicated that the main issue in regards to it was:

"The extent to which the location of office employment could widen local employment opportunities and influence the established transportation network and the fabric of the city centre."⁴⁴

The Plan depicted the following strategies pertaining to Offices:

- "(1) to make the most use of existing resources and transport infrastructure in sustaining the viability of Glasgow as a major commercial centre.
- (2) maintain the architectural heritage of Glasgow Central Area using the existing plot ratio policy
- (3) local needs for offices exists and should be satisfied only in specific locational requirements which can not be met within the Centre of Glasgow
- (4) encroachment of office activities into areas of residential character is to be avoided."⁴⁵

The policies and proposals in the Offices subject area can be split into two divisions. The first division consists of Policy 01 and Proposal 02 which supports the Glasgow Central Area as the primary location for offices in the Region, and encourages the Glasgow District Council to retain an existing plot ratio of 3.5:1. The second division contains Policy 03 and Proposal 04 which refers to office development outside the Glasgow Central Area, and encourages the Districts to refuse applications for office development in residential areas.

To explain how the Office Matrix's policies and proposals were scored, Policy 01 and Proposal 04 have been chosen as examples. Policy 01 considers that the Central Area of Glasgow should be supported as the primary location for office development in the Region. All four Questions, 'A', 'B', 'C' and 'D', were given the score of 1 for this Policy. This judgement was based on the reasoning that the priorities had clearly been established for offices, the fixed constraints that offices pose had been identified, there were no realistic alternative policies, and lastly, it would appear in line with previous policies such as those in the West Central Scotland Plan.

Proposal 04 suggests to the District Councils that applications for office developments which intrude into primarily residential areas should be refused. Question 'a' was given a score of 2 because the Proposal was at the discretion of the Districts. Questions 'b' and 'c' were assigned a score of 1 since the resources used in accounting for this Proposal would be through the Region's development control procedure for offices of Regional significance, and since it does not conflict with other policies or proposals. Question 'd' was rated a score of 2 as it was not flexible in special circumstances.

The Office Matrix on the following page indicates a positive position in fulfilling the strategy for Offices. There is a clear balance between the policies and proposals. The policies have scored

OFFICES

		SCALE: 1 MOST LIKELY TO SUCCEED				4 LEAST LIKELY			
		POLICIES				PROPOSALS			
NUMBER OF POLICY OR PROPOSAL		A) ARE PRIORITIES BETWEEN THE PROBLEMS ESTABLISHED	B) HAVE THE FIXED CONSTRAINTS BEEN IDENTIFIED	C) HAS THE FEASIBILITY OF ALTERNATIVE POLICIES BEEN EXAMINED	D) HAVE SIMILAR PAST AND PRESENT POLICIES BEEN REVIEWED	a) IS THE PROPOSAL EFFECTIVE IN MEETING THE STATED AIMS	b) HAVE THE RESOURCES BEEN ACCOUNTED FOR IMPLEMENTATION	c) HAS IT BEEN EXAMINED IN TERMS OF CONFLICT WITH OTHER POLICIES/PROPOSALS	d) HAS THE FLEXIBILITY BEEN EVALUATED
01		1	1	1	1				
02						2	2	2	3
03		1	1	1	1				
04						2	1	1	2
TOTAL		2	2	2	2	4	3	3	5
AVERAGE		1.00	1.00	1.00	1.00	2.00	1.50	1.50	2.50
TOTAL		1.00				1.88			

quite high with 1.00 while the proposals scored an average of 1.88. The proposals main drawbacks appear to be the lack of flexibility, and the lack of effectively meeting the basic strategy.

(vii) Development Plans

Development Plans according to the draft Structure Plan bore a relationship to the Regional Report's nine interim development control policies, but those contained in the Structure Plan superceded those of the Regional Report. Moving on to the main issue regarding Development Plans the Structure Plan was chosen as follows:

"Those areas which require priority Local Plan preparation to implement the Regional Development Strategy, which C.D.A's can be confirmed and progressed, and what new Action Areas are required." ⁴⁶.

The draft Structure Plan has not specifically listed the strategies relating to this subject area, although in its "Reasoning and Justification" section the strategies were listed as:

- "(1) to implement the policies and proposals in the Structure Plan
- (2) provide policies or proposals in reference to existing Comprehensive Development Areas (C.D.A's)
- (3) concerned about changing past development trends through the development of land in accordance with the main strategies." ⁴⁷.

The policies and proposals in the Development Plan subject area have been grouped into seven divisions. The first division, consisting of Policy D1 refers to proposals and new zoning that would not conform to the Structure Plan if they did not recognise the Plan's Policies and Recommendations. The second division contains Policy D2 and Proposals D3 and D4 which pertains to the Comprehensive Development Areas as listed in Schedule 8, and encourages the Districts to prepare Local Plans in their areas, and seeks their assistance in defining potential areas requiring redevelopment. Policy D5 is concerned with the preparation of Local (Subject) Plans covering Green Belts, Minerals, Waste Disposal and the Hunterston Peninsula. The fourth division, consisting of Proposal D6 refers to Schedule 1 as a basis for forward planning and programming by all authorities. Proposal D7, the fifth division, requests assistance from the District Council in verifying assumptions made in the Consultative Draft Structure Plan; and Policy D8, the sixth division, covers Local Plan proposals dealing with zoning for new industrial land. The last division, containing Proposal D9 supports the National Planning Guidelines in terms of development on Agricultural land of A+, A and B+ Classification.

To describe how the Development Plan Matrix's policies and proposals on the following page were subjectively evaluated, Policy D9 and Proposal D6 have been chosen as examples. Policy D9 considers that the National Planning Guidelines with regard to agricultural land of high quality as described in the previous paragraph, should be supported. All four Questions 'A', 'B', 'C' and 'D' were assigned the score of 1 for this Policy because the priority had been established as a National Policy, because there were no significant fixed constraints of identifying these special areas as they had been defined by the Secretary of State, because there are no other feasible alternative

TABLE MATRIX IIX
DEVELOPMENT PLANS

NUMBER OF POLICY OR PROPOSAL	SCALE: 1 MOST LIKELY TO SUCCEED 4 LEAST LIKELY							
	POLICIES				PROPOSALS			
	A) ARE PRIORITIES BETWEEN THE PROBLEMS ESTABLISHED	B) HAVE THE FIXED CONSTRAINTS BEEN IDENTIFIED	C) HAS THE FEASIBILITY OF ALTERNATIVE POLICIES BEEN EXAMINED	D) HAVE SIMILAR PAST AND PRESENT POLICIES BEEN REVIEWED	a) IS THE PROPOSAL EFFECTIVE IN MEETING THE STATED AIMS	b) HAVE THE RESOURCES BEEN ACCOUNTED FOR IMPLEMENTATION	c) HAS IT BEEN EXAMINED IN TERMS OF CONFLICT WITH OTHER POLICIES/PROPOSALS	d) HAS THE FLEXIBILITY BEEN EVALUATED
D1	1	1	1	2				
D2	1	1	2	1				
D3					2	3	2	3
D4					2	3	2	2
D5	1	1	1	2				
D6					3	2	3	3
D7					1	2	1	2
D8	1	1	2	2				
D9	1	1	1	1				
Total	5	5	7	8	8	10	8	10
Average	1.00	1.00	1.40	1.60	2.00	w.50	2.00	2.50
Overall Average	1.25				2.25			

policies that the Region could substitute, and lastly, because this Policy was in line with other past policies and written statements which generally presumed against development on high grade agricultural land.

Proposal D6 suggests that development change as shown on Schedule 1 be considered for use as a basis for forward planning and programming by District Councils, Government Agencies and Departments, and developers in the private sector. Question 'a' was given the score of 3 because it was felt that it would not be effective as many authorities and private developers would not support it in practice. Question 'b' was assigned the score of 2 because it was considered that the Region had only carried out a partial examination of the various developments in the Schedule. Questions 'c' and 'd' were given a score of 3 because it was the opinion that the Schedule did not adequately account for possible conflicts with other policies and proposals in the Plan, and because it was felt that the Proposal was not flexible enough as it did not consider any other circumstances than those prescribed on Schedule 1,

The listed policies pertaining to this subject area are shown on the Development Plan Matrix to be successful in supporting the Regional Strategy. The proposals exhibited a small weakness in terms of resource provision and general flexibility. The total effectiveness of these policies and proposals relies on the establishment of solid proposals to support the policies and basic strategy, and for the most part, this has been achieved in this subject area of Development Plans.

(viii) Summary of Policies and Proposals

This section has appraised the collective effectiveness and viability of the policies and the resulting proposals or suggestions

for expressing the policies in the Draft Structure Plan. This was accomplished by incorporating a matrix system of analysis which examined each policy and proposal against a set of four criteria. The four criteria used to assess the policies were slightly different from the four criteria used for the proposals or suggestions. This was necessary due to the basic differences between policies and proposals.

The summary matrix on the following page presents the composite view of the policies and proposals. The policies had registered an average score of 1.64 compared to a score of 2.37 for the proposals. The matrix shows that the weakest point of the policies altogether was their evident negligence in relating to similar past and present policies and their effectiveness in meeting stated aims. On the other hand, the proposals collectively lacked an evaluation of their flexibility in response to uncertainty. The matrix indicates that the policies and proposals should be altered or changed to become more viable and effective in meeting the basic strategy for the Region.

The main purpose of this matrix analysis has been to illustrate a possible method of evaluating policies and proposals of a Draft Structure Plan. This matrix analysis method has subjectively assessed the policies and proposals of the Consultative Draft Strathclyde Structure Plan. These policies and proposals have been evaluated in the subject area that they are located, and have

TABLE MATRIX IX
SUMMARY/DRAFT POLICIES & PROPOSALS

NUMBER OF POLICY OR PROPOSAL	SCALE: 1 MOST LIKELY TO SUCCEED 4 LEAST LIKELY							
	POLICIES				PROPOSALS			
	A) ARE PRIORITIES BETWEEN THE PROBLEMS ESTABLISHED	B) HAVE THE FIXED CONSTRAINTS BEEN IDENTIFIED	C) HAS THE FEASIBILITY OF ALTERNATIVE POLICIES BEEN EXAMINED	D) HAVE SIMILAR PAST AND PRESENT POLICIES BEEN REVIEWED	a) IS THE PROPOSAL EFFECTIVE IN MEETING THE STATED AIMS	b) HAVE THE RESOURCES BEEN ACCOUNTED FOR IMPLEMENTATION	c) HAS IT BEEN EXAMINED IN TERMS OF CONFLICT WITH OTHER POLICIES/PROPOSALS	d) HAS THE FLEXIBILITY BEEN EVALUATED
1. PEOPLE/ HOUSING	1.25	1.50	2.00	3.00	2.37	2.85	2.07	2.70
2.EMPLOY/ MENT	1.20	1.30	1.80	1.30	1.77	1.77	2.38	2.54
3.TRANS- PORTATION	1.29	1.71	1.82	2.76	2.25	2.50	2.50	3.00
4.ENVIRON- MENTAL IMPROVE- MENT	-	-	-	-	1.86	2.57	2.71	2.86
5.ENVIRON- MENTAL PROTECT- ION	1.07	1.27	1.40	2.60	2.25	2.00	2.75	2.75
6.SHOPPING	1.71	2.00	3.14	2.86	2.20	2.60	3.00	3.00
7.OFFICES	1.00	1.00	1.00	1.00	2.00	1.50	1.50	2.50
8.DEVELOP- MENT PLANS	1.00	1.00	1.40	1.60	2.00	2.50	2.00	2.50
S-TOTAL	8.52	9.78	12.56	15.12	16.70	18.29	18.91	21.85
AVERAGE	1.22	1.40	1.79	2.16	2.09	2.29	2.36	2.73
TOTAL	1.64				2.37			

been assessed individually and collectively in terms of fulfilling the strategy pertaining to that particular subject area. A composite picture was formed by adding together the average scores from all the subject areas to provide an indication whether all the policies and proposals were collectively pursuing the main Regional Strategy. This matrix method has been an attempt to gather complexity into a simple comprehensible form; and whereas judgements may vary, due to personal and subjective opinions, this has been a demonstration of a possible method of evaluation.

After the publication of the Consultative Draft Strathclyde Structure Plan and the subsequent public consultation exercises, it is speculated that the Region will be considerably altering and shortening the Draft Structure Plan, and especially, it will probably be revising its policies and proposals. Chapter V will present further insight and speculation into the magnitude and scale of these changes in the Consultative Draft Strathclyde Structure Plan.

f) The Inter-Relation and Co-ordination of Policies and Proposals

This section of the analysis inspects the inter-relation and the co-ordination of policies and proposals, and unresolved issues with the Strathclyde Draft Structure Plan. In a collective sense the draft policies and proposals outlined in the preceding section do not adequately inter-relate. For example, the policies and proposals pertaining to the subject of transportation appear to be too closely related in the sense that the over abundance of policies and the resemblance of policies to proposals. Likewise, there are no policies pertaining to the subject area of environmental improvement, although there are seven proposals in this subject. In most of the subject areas there has been no apparent attempt to uniformly, co-ordinate the policies and proposals by rationally relating them. This analysis indicates that the policies and proposals of the Draft Plan should be reviewed and restructured where necessary to provide a logical relationship within their particular subject area and with the other subject areas. It should be noted that there are bound to be conflicts of scope and interests between the policies and proposals. However, these conflicts should be mini-mized whenever possible.

The various territorial sub-divisions of the Consultative Draft Strathclyde Structure Plan are shown by diagrams covering the special function, for example, Fig. 5.1 of this Draft Plan depicts the Housing Market Areas, and Fig. 7.2 the Transportation Areas. For

the most part, these diagrams, and special areas and divisions make the Structure Plan easier to understand as well as providing a framework for managing, reviewing and monitoring information. The boundaries of these special divisions, for the most part, appear to be logically formed in terms of purpose and function.

g) : Indication and Description of Action Areas

The Strathclyde Draft Structure Plan indicates the Action Areas and Comprehensive Development Areas (C.D.A's) in the Development Plan section of the Draft Structure Plan's Written Statement. The Written Statement does not go into such elaboration or detail. It does, however, indicate that the main issue is: "Those areas which require priority Local Plan preparation to implement the Regional Development Strategy, which C.D.A's can be confirmed and progressed, and what new Action Areas are required." Schedule 8 of the supplement to the Written Statement describes and lists the C.D.A's which the Draft Structure Plan wishes to see completed as well as the potential areas requiring redevelopment of Regional significance by 1983. Schedule 8 merely lists the C.D.A's and Action Areas, and makes no priority relationship between them, nor does it state the present action or stage of action being carried out in these special action areas. Perhaps, reasoning behind the choices would have been more appropriate. This could have been easily arranged in an appendix to the Written Statement.

It is not felt that the indication of these areas as 'action areas' in the Structure Plan is appropriate as the requirements for action are not yet sufficiently defined. However, their designation as 'areas requiring redevelopment or renewal of Regional significance' and their recognition as such by the Secretary of State would assist the preparation of comprehensive local plans for these areas by District Councils as a matter of priority.

The designation of the areas can be justified on the basis of their Regional significance in terms of the Regional Report strategy, for instance where they:

- (1) include areas where unemployment is and has been consistently above the Regional average and of a long term nature (economic change has and is anticipated to have great effect in these areas, and they are areas where there is a need to increase access to employment opportunities).
- (2) include most of the areas of urban deprivation.
- (3) constitute a large part of the labour market at the heart of the Region.
- (4) contain significant infrastructure resources of housing, services, schools and facilities, the best use of which would be prejudiced by

continued decline and decay.

- (5) have been declining in attractiveness, for public and private investment, due to the incidence of dereliction, poor housing and industrial environment, and blight.

In the Regional Report the Council undertook to concentrate public resources to achieve a radical improvement in living and working conditions especially in priority treatment areas, and therefore, need attention within the scope of the Structure Plan.

h) Location and Quantity of Land to be Used in Projected Developments

This section examines the Consultative Draft Strathclyde Structure Plan's location and quantity of land earmarked for projected developments as envisaged by this Plan. The location and quantity of land for development has been confined by this Plan to the subject areas of People and Housing, and Employment and Industry.

The subject area of People and Housing has evaluated the need for the supply of residential land by comparing it to the Region's housing demand forecasts. This comparison has been pointed out in the Draft Structure Plan and shows that there is a considerable oversupply of land for both public and private house building. The total land supply in the Region was arrived at by accruing all the land with planning consents on it, and then estimating that land's capacity in terms of houses. This oversupply factor has been emphasised in the Draft Structure Plan's TABLE 5.8 entitled "Housing Demand and current land Supply" which has compared the maximum housing demand figures with the actual capacity (after commitments) of the available housing land. A copy of this Table is on the following page.

ILLUSTRATION V.

TABLE 5.8
1983 Housing Demand and current Land Supply

	Sector	Maximum Housing Demand	Capacity (after commitments)		
			Consent	Others	Total
Argyll and Bute	Public	+ 2,100	398	50	448
	Private	+ 910	1,201	1,430	2,631
Ayrshire	Public	- 1,876	360	13,248	13,608
	Private	- 4,127	4,195	9,168	13,363
Clyde Valley	Public	- 6,378	3,477	21,725	25,202
	Private	- 13,892	15,238	15,006	30,244

TABLE 11.2 REGIONAL LAND SUPPLY

District	Detail Consent		Outline Consent		Zoned		Under Construction/ Committed		Total	
	Public	Private	Public	Private	Public	Private	Public	Private	Public	Private
Argyll & Bute	103	397	295	804	50	1,430	377	160	825	2,791
Cunningham	—	553	—	1,614	8,675	6,183	1,720	974	10,395	9,324
Cumnock & Doon Valley	—	1	—	288	1,119	1,374	188	74	1,307	1,737
Kilmarnock & Loudoun	360	592	—	279	2,539	921	318	100	3,217	1,892
Kyle & Carrick	—	12	—	856	915	690	774	1,244	1,689	2,802
Dumbarton	106	779	20	322	673	328	86	188	885	1,617
Renfrew	304	787	16	1,777	4,103	3,981	1,024	766	5,447	7,311
Inverclyde	—	172	—	2,156	580	1,336	809	164	1,389	3,828
Glasgow	944	593	—	544	6,080	966	7,034	1,620	14,058	3,723
Clydebank	—	230	4	—	1,025	—	99	—	1,128	230
Eastwood	—	435	—	735	125	1,055	83	400	208	2,625
Bearsden & Milngavie	—	216	—	359	47	94	230	1,181	277	1,850
Strathkelvin	—	1,132	—	1,149	993	4,069	—	940	993	7,290
Cumbernauld & Kilsyth	38	37	732	80	2,469	773	832	693	4,071	1,583
Monklands	100	140	—	606	1,348	417	33	681	1,481	1,844
Motherwell	1	140	157	209	1,733	687	620	403	2,511	1,439
Lanark	250	365	—	359	619	329	144	368	1,013	1,421
Hamilton	497	238	—	612	1,330	536	357	426	2,184	1,812
East Kilbride	108	50	200	1,016	600	435	619	317	1,527	1,818
STRATHCLYDE	2,811	6,869	1,424	13,765	35,023	25,604	15,347	10,699	54,605	56,937

The location and quantity of housing land was also discussed in the subject area of Development Plans. This subject area's Proposal D7 seeks the assistance of the District Councils in verifying assumptions in the Draft Structure Plan and updating a TABLE 11.2 entitled "Regional Land Supply" on page 92 of the Draft Plan. A copy of this Table has been provided on the preceding page.

The subject area of Employment and Industry has examined the existing locations and quantity of land available for industrial purposes. It has related this existing supply to the total employment potential for each District. This evaluation was summarised in the Draft Structure Plan's TABLE 6.3 entitled, "Inherited Industrial Zoning" and in TABLE 6.4 entitled, "The General Industrial Land Supply." From their interpretation of this land supply information, the Region indicated in the Draft Plan that the existing supply of major industrial sites is probably inadequate for the needs of the Region's economy when compared to demand for employment in the Region.

The location and quantity of land to be used in projected housing and industrial developments in Strathclyde Region has been clearly defined in the Consultative Draft Strathclyde Structure Plan. The Draft Plan's SCHEDULE 1 entitled, "Provisional Development Changes by Planning Areas 1973-83 for Planning Purposes" and included on the following page clearly shows the location and the quantity of land required in the projected developments of the two subject areas of People and Housing, and Employment and Industry.

SCHEDULE 1

ILLUSTRATION VI.

PROVISIONAL DEVELOPMENT CHANGES BY PLANNING AREA 1973-83 FOR PLANNING PURPOSES.

Planning Area Number	Area	Provisional H/hold Pops. -1983 for Planning Purposes (rounded)	Public Housing (Strategy Additions Rounded)		Private Housing (Strategy Additions)		Area for Housing Development (Acres Rounded)			Housing for Environ- mental Improvement	Derelict Land Priority	Area for Industrial Development (Acres)	
			Commit- ments	Strategy Additions	Commit- ments	Strategy Additions	Preferred Private	Preferred Public	For Review			"Prime"	For Review
1	Drumchapel	29,500	—	—	—	50 (37)T	3	—	—			—	5
2	West End	96,000	299	—	75	750 (20)T	40	1	—			38	23
3	Possil	56,000	1,896	—	—	—	1	10	3			23	82
4	Maryhill	38,000	582	—	—	700 (633)T	50	13	—			4	5
5	City Centre	18,000	188	—	—	500	20	—	—			12	—
6	Springburn	40,000	408	—	—	200 (175)T	7	8	12			122	73
7	Inner East End	72,500	1,624	—	—	450 (470)T	29	58	2			79	—
8	Outer East End	52,000	455	—	187	1,900 (613)T	266	10	6			24	90
9	Easterhouse	44,000	—	—	—	—	—	—	31			43	—
10	Cambuslang	32,500	39	—	682	200	23	—	—			83	35
11	Rutherglen	94,500	1,171	—	—	500 (114)T	72	9	—			73	—
12	Castlemilk	29,000	42	—	3	—	—	2	—			—	—
13	Govan/Kinning Park	36,500	1,069	—	—	550 (566)T	27	9	—			58	145
14	South Side	57,500	27	—	52	550 (38)T	106	1	2			16	—
15	South West	40,000	330	—	21	350 (78)T	21	—	—			43	—
16	Pollok	43,500	1,633	—	600	—	—	—	—			130	— M
17	Helensburgh & District	27,000	—	—	188	287	82	—	78			—	— M
18	Dumbarton & District	44,500	86	—	—	903	91	—	104			121	139
19	Clydebank	50,000	99	—	—	250	31	—	47			47	21*
20	Milngavie	13,000	230	—	—	300	15	—	—			—	—
21	Bearsden	25,500	—	—	802	150	6	—	—			—	—
22	Lennoxtown/ Milton of Campsie	12,000	—	—	538	50	9	—	571	(TO FOLLOW		—	12
23	Bishopbriggs	19,500	—	—	93	150	21	—	110	AFTER THE		19	70
24	Kirkintilloch	32,500	—	—	247	900	111	—	74	CONSULTATION		—	20*
25	Stepps/Chryston	10,500	—	—	62	—	—	—	61	PERIOD		—	—
26	Kilsyth & District	11,000	—	100	48	—	—	7	8	REPLACING		11	9
27	Cumbernauld	41,000	601	—	645	300	35	—	—	SCHEDULES		108	14
28	Cumbernauld Ext. Area	8,500	231	1,700	—	—	—	135	215	3 AND 4).		71	204
29	Coatbridge	49,000	—	900	664	50	7	75	2			—	89
30	Airdrie	46,000	—	550	—	150	18	46	51			11	78
31	Glenbolg/Plains	11,500	33	—	17	50	7	—	78			—	12
32	Motherwell	29,500	—	150	—	—	—	10	20			1	70
33	Bellahill	50,000	592	400	290	300	40	33	54			195	176 M
34	Shotts & District	23,000	20	150	20	—	—	12	55			2	99
35	Wishaw	40,000	8	450	93	—	—	39	52			25	46
36	Carluke	15,000	45	50	314	100	12	4	142			10	93
37	Lanark & District	23,000	48	100	49	150	16	7	21			—	91*
38	Lesmahagow & District	14,000	51	300	5	200	27	25	11			5	22
39	Crawford & District	2,000	—	—	—	—	—	—	—			4	—
40	Strathaven & District	10,500	—	25	120	—	1	2	4			7	12
41	East Kilbride	65,500	619	500	197	50	5	40	141			81	100
42	Uddingston	10,500	87	200	130	25	3	14	76			32	—
43	Larkhall & Stonehouse	23,000	96	150	54	—	—	13	16			—	58*
44	Hamilton & District	52,500	174	1,050	242	200	27	85	47			21	16
45	Blantyre	18,500	—	450	—	—	—	39	4			12	5*
46	Newton Mearns	18,500	30	—	400	350	7	—	76			—	—
47	Giffnock & Thornliebank	31,500	53	—	—	200	7	—	17			—	—
48	Barrhead & Neilston	20,000	101	—	—	—	—	—	140			12	—
49	Paisley	85,000	26	—	27	250	29	—	129			63	—
50	Renfrew	20,000	—	—	78	550	53	—	55			14	103
51	Erskine	PROVISIONAL											
		19,500	1,493	2,678	160	892	101	157	12			195	—
52	Bridge of Weir & District	18,500	—	—	—	—	—	—	260			—	900
53	Johnstone & District	32,000	22	—	50	25	3	—	171			40	27
54	Inverclyde	94,000	809	—	164	350	82	—	678			40	—*
55	Arran	3,500	44	—	—	—	—	—	71			—	—
56	Largs & District	21,500	10	25	99	650	58	2	48			—	— M
57	Garnock	22,000	55	—	—	—	—	—	61			13	353
58	Ardrossan, Saltcoats and Stevenston	34,000	184	100	371	—	—	4	35			—	—
59	Irvine	54,500	1,427	900	504	2,000	234	73	1,081			499	492 M
60	Stewarton	9,500	26	—	65	300	35	—	51			10	1,215
61	Kilmarnock	55,000	255	50	30	—	—	3	284			60	225
62	Irvine Valley	12,500	36	100	5	—	—	7	33			10	7
63	Troon & District	21,500	54	—	418	500	60	—	91			33	—
64	Ayr & District	64,000	567	350	733	300	53	42	42			144	75
65	Maybole & District	8,500	68	—	45	—	—	—	34			—	—
66	Girvan & District	10,000	85	—	48	—	—	—	10			13	—
67	Mauchline	7,000	52	50	20	25	2	7	51			—	42
68	Mulrirk	4,500	—	50	—	100	10	4	14			2	27
69	Cumnock	18,500	68	50	54	250	29	5	152			36	27
70	New Cumnock	5,000	41	200	—	25	2	10	5			—	10
71	Doon Valley	8,000	27	100	—	—	—	8	—			18	—*
72	Oban & Islands	17,500	305	—	40	—	—	—	218			—	34*
73	Inveraray & District	3,000	—	—	13	—	—	—	10			—	—
74	Lochgilphead & District	3,000	36	—	33	—	—	—	33			—	2*
75	Dunoon & District	14,000	26	—	30	—	—	—	256			2	17*
76	Rothesay	7,000	—	—	12	—	—	—	27			—	—*
77	Campbeltown & District	9,000	—	—	32	—	—	—	47			5	—*

* Denotes Area of Search for Prime Sites.

M Denotes Area Including a Major Industrial Site.

T Denotes sites being considered for transfer from public rented to other forms of tenure

SOURCE: Consultative Draft Strathclyde Structure Plan, 1977.

3.) IMPLEMENTATION AND DEVELOPMENT CONTROL

What benefit is a structure plan unless it can be an effective instrument to directly or indirectly influence development? The legislative section of this analysis presented at great length the statutory process of the Structure Plan and the powers^{of} the Regional Authorities in Scotland in enforcing the Structure Plans.

One of the most apparent problems which faces the Strathclyde Structure Plan is the "inherited planning consents" from the previous Development Plan System. There are minimal legal courses for the Region to alter the planning permission given under the old Development Plan System. The most obvious is revocation of planning permission, which could involve, in most cases, large sums of capital. A good example of this is the planning consents given around the Inverkip area for a new community prior to the re-organisation. The other course of action is to accommodate the planning consents in the Structure Plan. In essence, the manifestations of the old Development Plan are clearly inherited and are a part of the new system of structure and local plans. The economic restraints placed on the Region are enormous, so the situation is one of maintaining the planning position in Strathclyde, with very little forward or growth planning envisaged in so far as development is concerned. In fact, the plan is essentially one of keeping the present situation intact and to keep it from further deterioration.

The planning powers which a Regional Council has to implement its Regional Report strategy are essentially:

- (a) powers to influence local plans
- (b) power to influence development control decisions
- (c) the right to notification of certain planning applications
- (d) the right to 'call-in' applications for determination

The effective use of these powers depends to a considerable extent on the degree to which the Structure Plan's development control policies and general proposals can be clearly defined in the written statement and key diagram.

The legislation relating to powers of the Structure Plan in its draft stage or during its interim compilation are virtually ineffective. The Region has powers of the above mentioned call-in for determination on matters involving new planning issues which had not been clearly defined by the Secretary of State at the start of re-organisation. A complicated picture has evolved whereby the District authorities can appeal to the Secretary of State on a Regional call-in to determine if in fact it is a Regional matter. The Secretary of State has the discretion of deciding whether or not the planning application is of regional significance. The decisions to date have primarily been in favour of the District's opinion, and the Secretary of State has let the District decide; for example, Argyll and Bute District's planning application for a housing development at Benderloch, and Renfrew District's applications for Houston New Town development represent such cases in the District's favour.

4.) REVIEWING AND MONITORING THE STRUCTURE PLAN PROCESS

The reviewing and monitoring of the Structure Plan is a necessary part of the Structure Plan process. The Draft Plan states that the monitoring of the Structure Plan is essential, requiring a constant process of consultation, and review of the issues, assumptions and proposals in the strategy. The monitoring of the Strathclyde Structure Plan process will relate to the following four components:

- "(a) socio-economic assumptions upon which the definition of issues and success of policies will be evaluated include:
 - population size, movement, structure, distribution and living standards.
 - the performance of economic sectors and changing industrial technology, structure and mobility.
 - economic activity rates and the distribution of unemployment.
 - income levels and expenditure patterns.
 - patterns of car ownership and usage, public transport usage and relative levels of accessibility.
- (b) land development monitoring will determine the scale and distribution of change and include:
 - housing completions, improvements and clearance.
 - industrial, warehouse, office and shopping site development, floorspace provision or clearance.
 - the quality of the environment and levels of

dereliction.

- infrastructure provision.

- (c) land provision or rezoning through planning applications and local plans will be related to the projected needs for various land uses.
- (d) policy monitoring is critical to the implementation of the strategy. The programmes of the agencies involved in the implementation of the strategy will provide one of the first indications of the rate at which policies and suggestions are being put into effect. The residential and industrial land use and development strategy contained in the draft Structure Plan will be monitored and reviewed..." 48.

Figure 3.1, entitled "RESIDENTIAL AND INDUSTRIAL LAND USE AND DEVELOPMENT STRATEGY SIMPLIFIED MONITORING PROCESS" and included on the following page, of the Consultative Draft Strathclyde Structure Plan broadly illustrates the proposed monitoring process of policies pertaining to the residential and industrial land use and development strategy as illustrations. This flow chart represents only an indication of how these particular policies pertaining to the two subject areas of People and Housing, and Employment and Industry might be monitored by the Region.

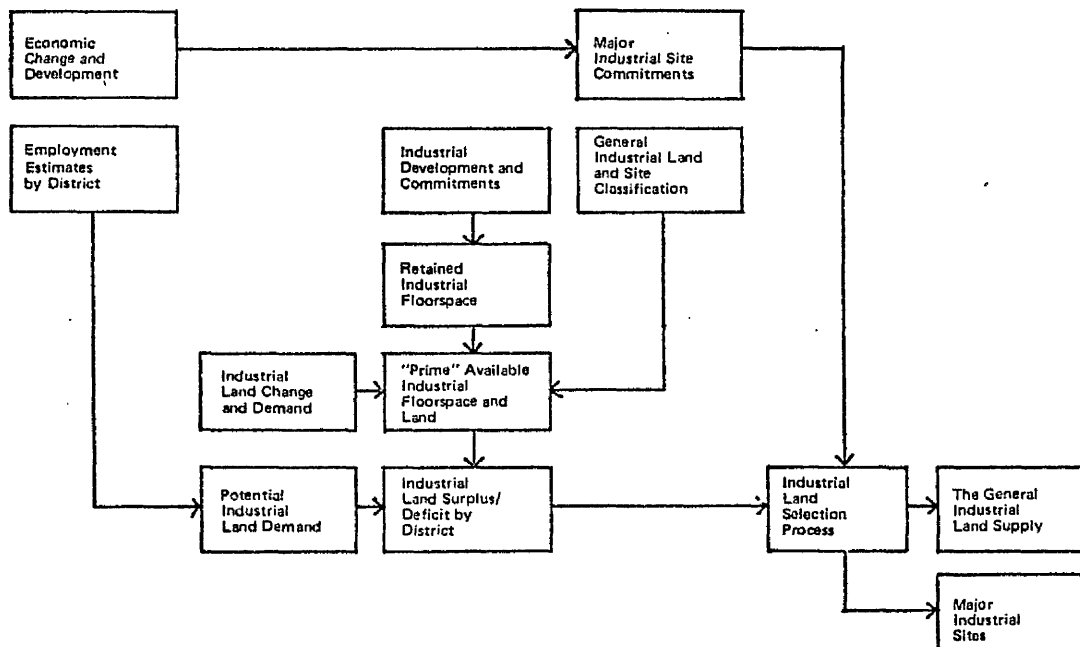
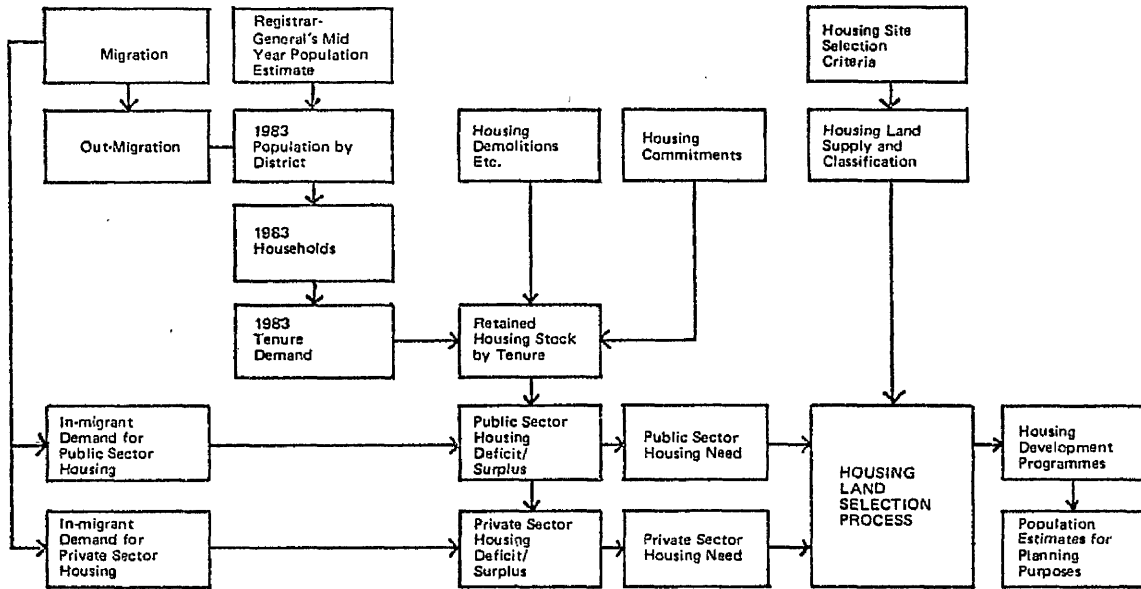
The upper half of this chart follows the process relating to People and Housing with the apparent end results of housing development programmes and population estimates for planning purposes. The lower half of the chart presents the flow of the Employment and

CHART 6.

THE MONITORING PROCESS

Figure 3.1

RESIDENTIAL AND INDUSTRIAL LAND USE AND DEVELOPMENT STRATEGY SIMPLIFIED MONITORING PROCESS



SOURCE: Consultative Draft Strathclyde Structure Plan, 1977.

and Industrial monitoring process. It starts with economic change and development, leads to employment estimates by district, and finishes with the general industrial land supply and the major industrial sites.

One major flaw is obvious in these two charts, and that is the question 'How do they relate to the monitoring of policies and proposals in these subject areas?', and another question is 'What is to be done about the monitoring of the policies and proposals in the other subject areas?'. As outlined in '(d)' on the preceding page which emphasized that monitoring is critical to the implementation of the strategy, why has the Draft Structure Plan not attempted to give a firmer basis to a more definitive monitoring process, other than just a simplified flow chart of two subject areas?

It is difficult to assess the feasibility of the Draft Structure Plan's monitoring process as it is presented because it is too simplified to make any noteworthy and critical judgements. This analysis suggests that the Region should devise a more definitive monitoring process which would relate ^{more} closely to the Draft Structure Plan's strategies, policies and proposals, and would cover all the subject areas of the Plan. The monitoring section of the Consultative Draft Strathclyde Structure Plan just indicates what it would like to do, but gives no detail as to the manner and methodology of the process to be used in monitoring the Plan. Perhaps, an appendix or supplement referred to in the Draft Structure Plan would have been a more useful and definitive way of describing a monitoring process.

C H A P T E R I V

RELATIONSHIPS IN STRATHCLYDE'S STRUCTURE PLAN PROCESS

CHAPTER IV. - RELATIONSHIPS IN STRATHOLYDE'S STRUCTURE PLAN PROCESS

As in any large organization, systems are designed and implemented within the structure to facilitate efficiency in coping with the functions for which it is responsible. Strathclyde Region represents such a large organization which, as a local government authority, has the remit to provide a multitude of public services. The Regional Council's Departments respond to the wishes of the public through their elected members, the Regional Councillors. The public services are provided by the various departments in the Region, such as the Departments of Physical Planning, Policy Planning, Roads, Water, Sewerage, Social Work, Leisure and Recreation, Education, and Industrial Development.

Every Strathclyde Regional Department is responsible to a Regional Council Committee which has the function of politically overseeing its Department's special projects and outputs. For example, the Department of Physical Planning is directly responsible to the Planning and Development Committee which consists of 23 Regional Councillors, and any major projects or outputs by this Department must first be approved by this Regional Committee; and then, depending on its importance, will go to the full Regional Council for the final decision.

The Consultative Draft Strathclyde Structure Plan has proceeded through this political process, and no doubt, the ruling Labour Party have probably, to some extent, politically influenced the Plan's direction.

Bearing in mind the political relation to the Structure Plan Process, this Chapter will examine the relationships within the Department of Physical Planning, the corporate relation between the Regional Departments, the interactions with the Districts, the relations with contiguous authorities, and the Central Government; and lastly, will present the theoretical liaison in Strathclyde's Structure Plan Process.

1.) WORKING PROCEDURES AND RELATIONSHIPS WITHIN THE DEPARTMENT OF PHYSICAL PLANNING

In Chapter II, the four internal divisions of the Physical Planning Department were presented and also a brief description of their functions and responsibilities was given. This section will delve further into this arena and provide a more introspective account of the various divisions and the complex web of interactions and relationships pertaining to the Structure Plan Process through its various stages. As the Department of Physical Planning is responsible as a whole for its numerous assignments or tasks, such as the preparation of the Regional Report, the Structure Plan and related support documents, and development control matters, it was divided into various sections to cope with these matters. The production or preparation of the major tasks of the Regional Report and the Structure Plan was not confined to the special sections designated as such. For example, the section of the Department called Regional Report did not solely prepare the "Regional Report", but acted as the spearhead in organising and co-ordinating the entire department in gathering information and data necessary on all matters relating to the regional report. Inputs were made into the Regional Report by both the Structure Plan Division and the Special Functions Section of the Department.

This same unity held true for the Structure Plan preparation, working towards the production of one Structure Plan covering all of Strathclyde Region. The Structure Plan Division as described in the preceeding Chapter II, is the Division which is co-ordinating and

organising the entire department for the production of the Structure Plan for Strathclyde.

After the Strategic Issues for Strathclyde: Survey Report 1976, was made public, a Departmental Work Programme was established by the Structure Plan Division for the production of the Draft Structure Plan. This programme called for the formation of Policy Groups which were necessary in order to progress towards detailed policies for those main policy areas for which the Strathclyde Regional Council had a direct strategic planning responsibility.

These Policy Groups were comprised of relevant members of the Directorate and the appropriate Senior Staff and their remit was to work jointly in the production of policies, recommendations and programmes for the inclusion into the main statutory documents such as the Regional Report, the Structure Plan, and Local Plans, and other advisory reports.

This process ensured full office involvement and commitment to the mainstream work programme. There were however, a number of ongoing programmes particularly in the research field, which provided basic information for policy formulation in a number of areas. These matters were also required to be formally processed and a research group with appropriate representation was identified. The particular Chairmen of the special groups also had the power to call upon any department staff as necessary for the fulfilment of his group's objectives.

In order to effectively monitor both the progress and the overall detailed work of the department as a whole, the following general administrative arrangements were established:

- (1) That the Departmental Work Programme be comprised of two basic elements,
 - a) The overall programme setting out main tasks on a six monthly basis, within an agreed Regional Report/Structure Plan cycle.
 - b) Detailed work programmes for Working Groups setting out detailed technical tasks over a six month period.
- (2) That both elements were to be updated and rolled forward monthly by the Project Co-ordinator.
- (3) That in addition Working Group Chairmen report verbally to the weekly Directorate meeting.
- (4) That the Project Co-ordinator prepare a monthly written summary of progress on main tasks highlighting technical or programme problems.
- (5) That once the Departmental Programme was agreed to, then new main tasks were to be initiated through the Directorate.

These main tasks as identified in the Work Group programmes resulted in a written report documenting, even in note form, the

:
"

technical process, so that this was eventually written up as part of the Structure Plan or the Regional Report. The terms of reference for the Working Groups were as follows:

- (1) Identify problems and issues relating to the subjects listed; and consider and make recommendations to the Directorate on policies, recommendations and work programmes thereon;
- (2) Determine the methodology by which policies, recommendations and programmes are to be achieved;
- (3) Identify and remit technical or professional differences of opinion to the full Directorate for resolution;
- (4) Identify and remit matters requiring political decision to the full Directorate for progression through the management team and political processes;
- (5) Prepare and advise on reports relating to the matters listed;
- (6) Review progress on a regular basis in order to ensure the achievement of work of the required quality at the required time;
- (7) Liaise with other groups on matters of mutual concern.

This series of Working Groups underpinned the work of the

Department over six months in which all Divisions contributed to the Structure Plan. At key stages in that period, the output and interests of the individual Working Groups were brought forward and together in the process whereby the overall strategy was developed as was the refinement of the Regional Development Strategy.

These arrangements were made to assist the production of the basic regional planning policies required for the Structure Plan. However the participation of all Groups within the department in this process also ensured that the work took a form which allowed the material that was presented in the Spring of 1977 in the form of a draft report on the Structure Plan.

Ten such Departmental Working Groups were formed. The following paragraphs have outlined and identified these Working Groups, and presented general policies and recommendations for which each Group is responsible. The membership of the Groups is also presented, and this has been followed by a list of defined tasks which the particular Working Group is to produce.

The first such Group was the Industry Working Group which was responsible for the policy in relation to the location and distribution of industrial land and for the factory programme recommendations. The Group consisted of a Chairman from the Structure Plan Division and seven members from the various divisions. The defined tasks of this Working Group are as follows:

EMPLOYMENT DEMAND

Define existing levels of employment 1976.

Define priorities for detailed sector analysis.
Sector analysis by Region and District 1976/83.
Define employment changes 1976/83.
Identify mobile/local employment sector change.
Translate employment change into floorspace
requirements for industry, office and
warehousing.

INDUSTRIAL LAND REQUIRED

Define vacant floorspace.
"Eliminate" unmarketable space.
Establish committed factory/building programme.
Compare additional land required with effective
supply of industrial space to establish new
sites required.

NEW INDUSTRIAL SITES

Define sites zoned/over 5 acres for industry.
Identify other sites suitable for industry.
Identify problems relating to above sites.
Define area/capacity of sites.
Identify selection criteria.
Measure performance of sites vis-a-vis criteria

- access
- industrialist preference
- employment need

- cost

Establish alternative strategies by selecting sites according to various criteria to meet level of unsatisfied demand.

INDUSTRIAL POLICIES AND RECOMMENDATIONS

Establish basis for evaluating alternative strategies and determining investment policy.

Determine levels of available finance.

Establish priority sites for investment by Regional Council, SDA and Districts.

Recommend form of investment policy.

Select preferred strategy from alternatives.

The second, the Housing Working Group was in charge of determining the policy for the location and distribution of housing land and the housing programme recommendations. The Group was chaired by an official from the Structure Plan division and consisted of eight other members from all other divisions. Its defined remit was as follows:

POPULATION PROJECTION

Birth Rates

Survival Factors

Migration Assumptions

Base Date Population

Projection by (age
(sex
("horizon"

Analyse by Client Group

(e.g. schoolchildren)

HOUSING DEMAND (by District)

Headship Rates

Derive Nos. of Heads 1983

Vacancy Rate Assumption

Absentee Assumption

Retirement Houses

2nd Homes Demand

Total No. of Houses 1983

Tenure/Size Assumptions

- 1976

- potential shifts

Derive Range of Demand for different sectors

Specialist Housing Demand

Define Market Areas

Derive total Housing Demand by tenure, size, market area.

HOUSING NEED

Tenure projections by DC 1976

(see Housing Demand)

EXISTING/RETAINED STOCK

Survey of existing stock by (size

(tenure

(district

Changes to existing stock (as above)

1976/83 arising from rehabilitation, clearance and

committed new buildings.

Compare stock with demand to establish new land requirements.

HOUSING SUPPLY

Survey of land with pp/zoned/other potential sites.

Identify problems with above sites.

Measure effective areas of sites.

Define possible tenure of sites.

Define range of densities for sites.

Identify selection criteria.

Measure site value in terms of criteria

- Strategy (i.e. access)

- Tenure choice

- Planning

- Cost

Allocate surplus demand according to need and criteria.

HOUSING POLICIES AND RECOMMENDATIONS

Derive alternative policies and Recommendations.

Define Basis of Evaluation.

Select Policy and Recommendations.

The third Working Group was established on Offices, and was responsible for the policy in terms of the location and distribution of office floorspace. The Group was chaired by an official from the

Structure Plan Division and consisted of three members drawn from the Department. The defined duties required of this team are:

OFFICE LAND REQUIREMENT

Derive office floorspace demand from employment projection.

Define vacant floorspace.

"Eliminate" unmarketable space.

Establish committed office building programme.

Compare additional land required with effective supply of office space to establish new sites required.

NEW OFFICE SITES

Define sites zoned/approved for office.

Identify other sites suitable for office.

Identify problems relating to above sites.

Define area/capacity of sites.

Identify selection criteria.

Measure performance of sites vis-a-vis criteria,

- access
- office developer preference
- employment need
- cost

Establish alternative strategies by selecting sites according to various criteria to meet level of unsatisfied demand.

Establish basis for evaluating alternative strategies.

Select preferred strategy from alternatives.

The Shopping Working Group was the fourth formed, and had the responsibility for the derivation of policy for the location and distribution of strategic regional shopping. The chairman was an official from the Regional Report division, and the other members, six in all, were from the Structure Plan, Research and Intelligence and Economic Policy divisions. The defined remit of this Group was to do the following:

SHOPPING FLOORSPACE DEMAND

Define existing Regional turnover/expenditure.

Define Regional changes in (income levels

(76/83

(population

(spending

(patterns

Define future Regional turnover expenditure.

Define potential increase/decrease in turnover.

Define centre catchment areas and potential changes in them.

Identify potential changes in turnover by catchment area.

Translate potential turnover changes into floorspace requirements.

SHOPPING FLOORSPACE SUPPLY (by centre)

Survey of existing floorspace in use.

Survey of vacant floorspace.

Eliminate unusable floorspace.

Define floorspace to be lost by
committed redevelopment (1983).

Establish committed programmes for
new shopping floorspace (1983).

Establish contribution made by
"warehouse" retailing.

Determine total committed shopping
floorspace by 1983.

Determine net change in centre
floorspace by 1983.

SHOPPING CENTRE POLICY

Compare changes in floorspace demand and
supply by centre 1983.

Evaluate capacity of centres to absorb
increased expenditure without additional
floorspace.

Establish centres requiring new
additional floorspace.

Consider potential of centre to provide
additional floorspace by improvement.

Identify centres requiring redevelopment
or new developments.
Identify centres where decline is probable
and action required.

The next Working Group assembled dealt with environment.
This Environment Group's main remit was to determine policies and
recommendations for environmental improvement and protection
throughout the Region. The Group was chaired by an official from
the Special Functions Branch, and consisted of five other members,
another from special Functions and the other four from the Structure
Plans division. The Group's duties were as follows:

ENVIRONMENTAL RESOURCES

Survey and Evaluate landscape and define
priority areas in terms of intrinsic
and "user" value.
Identify urban conservation areas by size
and distribution of heritage resource.
Establish present state of built environment
(residential, commercial and industrial).

DERELICTION, POLLUTION AND ENVIRONMENTAL IMPROVEMENT

Identify urban areas requiring environmental
improvement.
Define extent, location and type of dereliction
and pollution.
Compare with official estimates.

Establish existing powers relating to control of these.

Identify current programmes/commitments for reclamation and improvement.

STRATEGY IMPACT, PROBLEMS AND OPPORTUNITIES

Define pressures on "resources" arising from industrial, housing, tourist, transport and recreational demand.

Define level of conflict with resources.

Define cost and impact of extending areas of conservation.

Identify redundancy obsolescence, erosion of historic buildings.

Define possible uses of heritage resources (e.g. tourism and education).

Establish potential clearance rates for derelict land.

Identify impact of potential policy/admin changes on derelict land clearance and pollution control.

Define cost/benefit of clearance of derelict sites.

Identify urban areas requiring environmental improvement.

Implications of current policies for

environmental improvement and pollution control.

FINANCIAL RESOURCES

Establish DC, SRC and SDA resources for environmental protection and improvement.

Establish current level of finance expended on conservation and improvement.

Establish possible future levels of financial commitment.

TECHNICAL OPTIONS

Define powers relating to methods of ensuring protection and improvement of the environment.

Evaluate effectiveness and cost of such powers and methods (e.g. green belt, design guides, HLV, listed building status, pollution control acts).

DEFINE ALTERNATIVE POLICIES AND STRATEGY SELECTION

Define alternative levels of controls relating to various forms of environmental protection/improvement.

Evaluate alternatives in terms of overall cost/benefit and select.

Define selection criteria for establishing priority between alternative projects.

Define alternative programme packages
relative to different scales.

Evaluate alternative programmes and select.

POLICIES AND RECOMMENDATIONS

Conservation areas

Listed Buildings

SSSI and Architectural Interest

Landscape Value

Park Status

Green Belt

Environmental Improvement

Programmes for Reclamation

The sixth Group, the Leisure and Recreation Working Group was responsible for the recommendations for leisure and recreation provision. Likewise, this group was chaired by an official from the Special Functions division, and the other staff consisted of another member from the Special Functions Division and the remaining four were from the Structure Plan division. Their remit is as follows:

INDOOR AND OUTDOOR RESOURCES

Establish size, distribution, accessibility
of effective and potential recreational
facilities.

TOURIST AND OTHER DEMAND FOR RECREATION FACILITIES

Establish existing level of use of facilities.

Define scale and nature of existing unsatisfied demand.

Define potential changes within structure and scale of demand for facilities - 1983.

PROBLEMS AND OPPORTUNITIES

Define existing facilities which are currently under pressure or under-utilised.

Define possible changes in those pressures (on existing facilities) within Structure Plan period.

Define existing and new pressures for new facilities.

Define possible locations for new facilities.

TECHNICAL OPTIONS

Define powers relating to and means of developing new facilities, relieving pressure on, or making better use of, existing facilities.

Evaluate effectiveness and cost of such action in relation to possible options.

FINANCE

Define existing levels of expenditure on recreation and leisure facilities by SRC, DCs and other bodies.

Establish possible future levels of finance.

ALTERNATIVES AND PRIORITIES

Define criteria for selection priority sectors
and districts for action (i.e. in need).

Define alternative policy packages relating
to the achievement of priorities and possible
levels of investment.

Evaluate impact of alternative policy packages
and select.

POLICIES AND RECOMMENDATIONS

Swimming Pools

Sports Centres

Major P/FS

Urban and Rural Parks

Golf Courses

Caravans and Holiday Homes

RCS Investment Programme

Guidelines for other bodies in other sectors.

The seventh Working Group covered Transportation and was responsible for the transportation policies and programmes. This group was chaired by an official from the Strategic Transportation Unit division and six other members, five from the Structure Plan division and the other from the Chairman's division. The prime duty of this Group was to look at

and inspect the various transport networks, capacities, flows and trip generations; and to put forward alternative policies and programmes.

Research and Intelligence Working Group represented the eighth team whose prime function was to instigate the household survey, and handle inquiries pertaining to census information, computer capability and the analysis techniques as well as to provide a monitoring methodology. This Group was chaired by an official from the Research and Intelligence division, and consisted of one member from his division, one from Regional Report, one from Special Functions, one from Economic Policy, and four from the Structure Plan division.

The remaining two Working Groups are the Deprivation Working Group and the Loch Lomond Local Plan Working Group. The Deprivation Group consisted of a chairman and one official from the Regional Report division and four members from the Structure Plan division. This Group's special remit was to provide information on the deprived areas of the Region. The other Working Group on the Loch Lomond Plan was chaired by an official from Special Functions and another official from this division, and another official from Structure Plans division that dealt with the area. This team's function was to determine the special policies and recommendations with regard to the Loch Lomond Planning Group.

This section has presented the work procedure prior to the completion of the first draft Structure Plan for the Strathclyde Region.

From it, it is apparent that the working relationships within the Department of Physical Planning are co-operative, in the sense of working together in specially formed groups to complete its delineated functions, which in this analysis, is the structure plan process and the resultant Structure Plan for Strathclyde Region.

2.) CORPORATE RELATIONS BETWEEN REGIONAL DEPARTMENTS IN THE STRUCTURE PLAN PROCESS

Unlike the previous section which encompassed the intra-departmental relationships operating in the Structure Plan Process, this section looks at channels of communication in the assimilation of input into the Structure Plan Process from other Departments within Strathclyde Region. Information from these other departments is directly absorbed into the overall structure plan process for Strathclyde, by informal relationships and agreements between regional departmental officials, and by direct formally approved inputs, sanctioned or deemed necessary by the numerous regional committees whose functions are to oversee particular regional departments and make affirmative decisions regarding their special remit. Each committee's decision is subject to overall vote of confidence or approval by the complete regional council as prescribed by the statutes underlying the region's political power base. This corporate effort and co-operation on those two levels has provided an effective and co-ordinative base for producing the Structure Plan for Strathclyde Region.

Of these two forms of interaction and communication with other Regional Departments, the informal level between the department officials was perhaps the most instrumental in the assessment of the Region's problems and the final alternative solutions. These informal discussions and exchanges of information commenced at two stages. The initial stage was in the preparation of the first Regional Report when the two Departments of Physical Planning and Policy Planning worked closely together in assembling and producing this document, and

the second stage, was during the preparation of the first Strathclyde Survey Report and the Consultative Draft Structure Plan. These initial and informal relationships undoubtedly contributed to a more beneficial and corporate input to the Strathclyde Structure Plan Process.

Since the subjects presented in these initial documents did not involve communication with all the Regional Departments, the Physical Planning Department Officials were usually involved and interacting with officials in the following Departments:

- (1) Policy Planning
- (2) Roads
- (3) Sewerage
- (4) Water
- (5) Leisure and Recreation
- (6) The Greater Glasgow Passenger Transport Executive
- (7) Education
- (8) Finance
- (9) Administration
- (10) Industrial Development

As will be elaborated in a later section the above Departments played a key role in terms of consultations with the Physical Planning Department when they were making decisions on development applications of Regional Significance. So it was obvious that many regional officials cemented good working relationships with one another in assessing those applications.

In terms of tangible physical systems of the Region the Roads,

Sewerage, Water, and Education Departments figured prominently in the provision or lack of provision of the basic infrastructure systems required for all short and long term developments such as housing or industry throughout the Region. Due to the stringent constraints placed on regional resources, the Region had to be confident that any future development occurred in locations where it would put little or virtually no excess financial burden on the Region to provide additional infrastructure costs.

A good example of these working relationships was the subject category of housing and industry. During the preparation of the Survey Report a housing and industrial survey of the Region was completed by the Physical Planning Department. A map or plan of the Region was prepared which indicated all the existing housing and industrial sites, and showed all the housing and industrial sites currently zoned for those purposes on the Approved Development Plans or having planning permission or consent per amendments, article 8 departures, or minor departure directions issued or approved by the Secretary of State for Scotland.

It was obvious that there were many sites which would be difficult or too costly for the Region to provide the necessary infrastructure to convert these sites into their zoned or prescribed uses. These maps were circulated between the departments involved, and meetings were held between the officials of the departments to identify certain problem sites or areas where the Region, by means of its "call in" powers or its statutory structure

plan, could instigate control of these problem sites. These plans were continually updated for the draft structure plan process, and were again distributed to the necessary departments for their current comments and views.

It was through working relationships such as this that the corporate input or approach was utilised and reflected in the final process and production of the structure plan.

The other level of interaction which has been described as the formal level is in the form of committee decisions in respect to the various stages or spans of the structure plan process in the Region. These decisions have been adopted by the various committees which have an interest which could influence strategic development and land use planning in Strathclyde Region. These comments were in the form of written statements which reflected their particular remit. For example, the regional infrastructure departments such as Roads, Sewerage and Water commented specifically on the strategies and policies that pertained to their provision of these services. Since there were definite limitations due to restricted Regional Budgets and the general lack of funds in local government, these departments could not have supported certain developments, strategies or policies that could not be provided within the means of their department's budget to provide the basic services.

The success of such formal and informal relationships and communication channels was difficult to assess on a quantifiable basis. From the examples given, and from general impressions from observations of these inter-departmental relationships, it was felt that the Structure Plan Process was endowed and supplemented by an agreeable form of corporate interaction.

3.) INTERACTIONS BETWEEN DISTRICT AUTHORITIES AND STRATHCLYDE REGION

This section will explore the Structure Plan in terms of the interactions which occurred between the nineteen District Authorities and Strathclyde Region. The first paragraph examines the information base and the exchange of base data between the various authorities. Secondly, the Regional and District Liaison Committee will be presented, and lastly, the local plan procedure will be viewed.

At the beginning of the local government re-organisation the new district authorities and the Region had to sort out the problem of how the past information stored by the former county and burgh local authorities was to be distributed amongst themselves. In some cases where past planning records were transported from one office to another items were inadvertently lost or damaged. Overall, the transformation between systems occurred with a minimum of documents lost and unaccounted.

The Regional and District Liaison Committees were organised to settle matters of dispute and to provide an organised framework in which the separate authorities could function and work smoothly during the interim period until the new planning machinery of the regional report, structure plan and local plans were being prepared and approved and adopted. Outside of agreeing on ways of accommodating minor disputes or exchanging of information in terms of the planning system, a Development Control Liaison Committee was formulated, which

outlined the procedures and the methods in which the Region and the Districts could interact with regard to development proposals in the interim period of the structure plan and local plans preparation. Specific parameters were laid out for activities and developments which could be considered of regional importance or interest. For example, the first "Development Control Liaison Memorandum No. 1" was adopted in May 1975. This Memorandum by the Regional Liaison Committee agreed that development applications received by the Districts would be categorised basically, as "A", "B", or "C". "A" applications would be those applications which would be referred to the Region for determination; "B" applications would be those referred to the Region for consultation only; and "C" applications would be determined entirely by the Districts without any Regional consultation. It was also agreed that the Districts would submit to the Region a weekly list of the applications in order that the categorisation process could be undertaken. This list would be sent on a weekly basis and the applications on it were to be classed according to type mentioned above. In practice most of the Districts were sending the weekly Regional List, but were not providing the categorisation of "A", "B", or "C" on the list. Thus, the Region determined the classification based on the information of the proposal included on the list, and if any doubt arose, a telephone call would be made to the District concerned and the additional information obtained, and a decision was reached in terms of regional implications or involvement. Regional and District officials tended

to interact quite frequently in connection with this function. If it was decided that the application warranted further regional investigation, a copy of the planning application along with a location plan was requested by the Region. Once the Region has received this application, it has 21 days within which it must pass its observations and comments.

During this interim period some of the Districts sought permission to prepare local plans in advance of the Structure Plan in accordance with the terms under Section 176 of the Local Government (Scotland) Act, 1973, which states that every District Planning Authority shall, as soon as practicable, prepare local plans for all parts of their District, and until such time as a Structure Plan has been approved, covering the area of the proposed local plan, the District Planning Authority shall not prepare a local plan unless they have first applied for and obtained the consent of the Regional Planning Authority.

The Region had to decide on the nature of these District requests for local plan preparation, and especially, if these covered areas of probable conflict with the proposed Regional Strategy or were areas of doubt, such as the request of Renfrew District to prepare a local plan for the Houston New Community area which was consequently refused because of possible conflict. Those requests for the preparation of local plans which were approved were subjected to special conditions. There were six standard conditions which were placed on all local

plans which were:

1. That consent to prepare a Local Plan does not commit the Regional Council to specific proposals at this stage.
2. That adequate consultation with Regional Departments shall take place during the preparation of the Local Plan.
3. That the contents of the Local Plan shall be subject to the provisions of any approved Structure Plan for the area.
4. That the proposals contained in the Local Plan shall not be adopted without approval by the Regional Council to proposals concerning Regional Council policies and/or expenditure.
5. If it is proposed that the preparation of the Local Plan involves the participation of District and Community Councillors in working groups, it is requested that the appropriate Regional Councillor be invited to participate.
6. That additional matters shall be included or amplified in the preparation of the Local Plan as per attached Check List (Sheet 7).

In addition to satisfying these conditions, the District was required to supply the Region with other matters concerning the local plan such as location, area, existing population, existing land use, general statement of problems in proposed plan areas, anticipated remedies and title of the proposed plan. In conclusion the Region and

District relationships were co-operative and beneficial in most cases.

4.) WORKING RELATIONS BETWEEN STRATHCLYDE REGION AND CONTIGUOUS REGIONS AND DISTRICTS

During the Structure Plan process interactions developed with specific, contiguous Districts and Regions with Strathclyde Region in the resolution of matters of mutual concern. For instance, Policy "EP4" in the subject area of Environmental Protection - Landscape in the draft Structure Plan stated that it "considered the proposals in the Lothians Regional Report that Afforestation should be encouraged on the upland moorland plateau of Central Scotland should be supported; the collaboration of the relevant District Councils, the Scottish Development Agency and the Forestry Commission is sought in preparing detailed proposals."

Another example of this inter-district and regional interaction was exemplified in the joint preparation of a Local Subject Plan for the Loch Lomond area covering the subjects of recreation, tourism and landscape conservation. In this joint preparation Dumbarton District and Strathclyde Region have been working together with Stirling District and Central Region in forming the necessary strategies, policies and proposals on a subject basis for the entire Loch Lomond area. The Countryside Commission have also been involved on the sidelines in this joint-venture as they were active members of the previous Loch Lomond Technical Group which had preceded the group. The Secretary of State expressed some reservations about the wisdom of preparing a local subject plan

restricted to only recreation, tourism and landscape conservation when there was no comprehensive plan, either structure or local to provide a context. Instead the Secretary of State would have liked to have seen a comprehensive local plan dealing with all aspects of land use and development.

However, the four authorities involved felt it was necessary to produce as quickly as possible, a temporary Local (Subject) Plan to cover the Loch Lomond area. This was called for because of the outdated nature of the old Development Plans covering the area, and because of the increasing and recent development pressures being exerted within the bounds of the Loch Lomond area. One such pressure is the proposed Craigroyston Hydro-Electric Scheme near Ben Lomond. This Local (Subject) Plan is envisaged to co-ordinate the recreation, tourism and landscape conservation planning in this area, and perhaps, prepare the Loch Lomond area for the hoped for status as a National Park.

Liaison between the Structure Plan Processes of both Strathclyde and Central Region with the preparation of the Loch Lomond Local (Subject) Plan was manifested directly and continuously through its participating officials on a group named the "Loch Lomond Planning Group" and its working task force. For example, members from Strathclyde and Central Regions' Structure Plan teams represented the Regional Councils on this Group, and were in this process directly expressing their Council's Structure Plan inputs applying to the Loch Lomond area to be consistent and mutual with both their Region's strategies and policies.

These two examples have clearly indicated that the Region in the Structure Planning Process has taken into consideration the views of adjoining authorities in the quest to resolve their associated differences, problems and issues. The examples of this co-operation with contiguous

authorities has thus far proved harmonious and beneficial; however, this does not exclude the possibility of future conflicts arising.

5.) REGIONAL RELATIONS WITH CENTRAL GOVERNMENT

This section presents a brief summary of Strathclyde Region's relations and interactions with the Secretary of State for Scotland and the Central Government. This area of interaction is viewed in terms of the provision of information on the National planning context such as the "National Planning Guidelines," circulars, and other guiding and advisory directives. In addition the planning procedures of public inquiries, and the Regional Call-In procedures are briefly discussed, as well as the position in terms of approving the Strathclyde Structure Plan.

A number of interpretive guidelines from the Secretary of State, prior to, and during the Structure Plan process were passed onto the Region. The timing and nature of these guidelines played an important role in shaping the Strathclyde Structure Plan especially, in terms of format, and as far as interim development control functions. Some of the most important of these instructions, directives, and advice were as follows:

(1) Scottish Development Department Circular 28/1976

Development Plans: General principles/Regional Reports/Structure Plans, Local Plans/publicity and consultation/Action Areas/Comprehensive Development Areas/ old Development Plans/and development control policy statements.

- (2) Scottish Development Department Circular 16/1977
Town and Country Planning (Scotland) Act, 1977:
Development Plan survey/Local Plan adoption/
revocation of old Development Plans.
- (3) Structure Plans Procedure Note.
- (4) Local Plans Procedure Note.
- (5) Code of Practice for Local Plan Inquiries and Hearings.
- (6) Code of Practice for Structure Plan Examinations in Public.
- (7) Planning Advice Notice (PAN) 14 - The Approach to
Development Planning.
- (8) PAN 15 - StructurePlans Form and Content.
- (9) PAN 16 - Local Plans Form and Content.
- (10) PAN 18 - Survey: Structure Plan Survey and Information.
- (11) PAN 19 - Publicity and Consultations.
- (12) PAN 20 - The Local Plan Proposal Maps.
- (13) PAN 21 - The Structure Plan Key Diagrams.
- (14) National Planning Guidelines for Coastal Planning,
Petrochemical Development, Large Industrial Sites
and Rural Conservation.

During the Structure Plan process the Region was forced to make

Regional commitment in respect to development and related controls throughout Strathclyde. There existed a situation of uncertainty concerning the degree of Regional powers in determining planning applications. The term "new planning issues" was unfolded as the criteria for the use of Region Call-In powers for developments. The Region also became involved with all planning applications in this interim period if they were a departure from the former Development Plan through the Article 10 Direction procedure where it passed regional observations to the District Planning Authority which made the final planning decision. The Region was also involved in public hearings and inquiries over which the Secretary of State presided.

The Secretary of State, also provided advice on Strathclyde's Development System as it progressed. He passed his comments and suggestions on the Regional Report for Strathclyde, and further on his comments were received on the Strategic Issues for Strathclyde Report, and at the draft Structure Plan phase of the Structure Plan process. In the past the Secretary of State has been criticized for the amount of time taken to pass his comments on proposed plans. So far, this has not been the case for the Structure Plan process, as most of his comments and suggestions have been quickly given to the Region. Perhaps, the major complaint with the Secretary of State's office was the manner in which advice notes and guidelines on the new Development Plan system for Scotland had trickled over a period of time to the local planning authorities. In some cases the local authorities had to change their interpretation of the

new legislation after the Secretary of State had issued the guidance in a particular subject area. During the process the Scottish Office has been frequently involved in the local planning arena, making its interpretation of the legislation and settling disputes between the Region and the Districts such as the right to call-in certain planning applications.

6.) THEORETICAL LIAISON IN STRATHCLYDE'S STRUCTURE PLAN PROCESS

This section explores the theoretical movements in terms of the horizontal and vertical relationships in the Structure Plan Process. To provide a conceptual framework, a model was designed and constructed to show the ideal progression of relationships through the temporal period in which the first Structure Plan was being prepared. With the addition of the new tier of local government called regions, a two dimensional representation appeared to be dis-functional in fostering a proper interpretation of the levels and order of communication between the three government authorities. The constructed three dimensional model depicts the flow between the levels, from the lower (the Districts); the middle (the Region); and the upper (the Central Government). It was thought the model would provide a visual context and implant an image of a subject which can be difficult to conceptualise. It is hoped that a model ~~likethe one~~ which was constructed and the sketch and the description of it which follows will be of assistance to interested parties who are unaware of the process of structure planning and how the structure plans are produced within the complex web of interactions and communications between the three levels of government (the three dimensional model was used primarily as an implement or tool of this research and is not a formal part of the thesis submission).

The following sketch of this model of relationships with time illustrates what the 3-dimensional model looks like with its three tiers of government showing their relationships within and between each other in Strathclyde Region's Structure Plan Process. Each of these three levels have been assigned a temporal factor in terms of a scale which starts from the left and moves to the right, and covers an envisaged

period of the Structure Plan Process over four years from the start of re-organisation. It is best to view the sketch and cross sections first from the left side, and then, starting with the green or red dot, follow the solid line across the model to the right (from t_1 to t_4).

These temporal periods signify the important stages in the structure plan process, and have been labelled along the top of the sketch and the cross sections by a thin blue line. The temporal periods are described as follows:

- t_0 = May 1975 - Beginning of Structure Plan Process (ACTUAL)
- t_1 = August 1976 - Publication of "Strategic Issues
for Strathclyde, Survey Report 1976" (ACTUAL)
- t_2 = October 1977, Publication of the "Consultative
Draft Structure Plan" (ACTUAL)
- t_3 = December 1978, Final Draft Structure Plan
to be submitted to Secretary of State (ENVISAGED)
- t_4 = September 1979, Secretary of State makes
decision on Structure Plan (ENVISAGED)

The period from t_0 to t_1 represents the initiation of the Structure Planning Process in which the first Strathclyde Regional Report and the Strategic Issues for Strathclyde, Survey Report were produced and made public. Period t_1 to t_2 marks the period when the Secretary of State, the Districts, and the public commented first on the Regional Report, and later on the Survey Report, and after this, was the stage when the strategic issues were chosen and the Consultative Draft Structure Plan was assembled, printed, adopted by the Regional Council and made available to the public. The time span between t_2 and t_3 is the envisaged period

as of May 1978 when the Secretary of State for Scotland, the District Councils, and the public's views are to be absorbed into the Structure Plan process after which the Final Draft Structure Plan is to be produced, presented to the Regional Council for adoption, and then passed onto the Secretary of State. The last period t_3 to t_4 describes the final processes leading to the Secretary of State's appointment of a person to hold the required "Examination in Public", and after this and other consultations with his various departments, he will make his decision regarding his acceptance or rejection of the Final Draft Structure Plan.

It should be noted that the model only accounts for one complete cycle in the Structure Plan Process of Strathclyde as it does not depict the envisaged overlap and continuation of the Structure Plan Process. Chart 4 in Chapter II showed the Structure Plan horizon and indicated this probable overlap with future Structure Plans and Regional Reports. If the model was a continuous one, the overlap would first occur in the last period t_3 to t_4 . Also, the model does not present the relationships between the Region and other interested bodies such as community councils, interest groups and individuals.

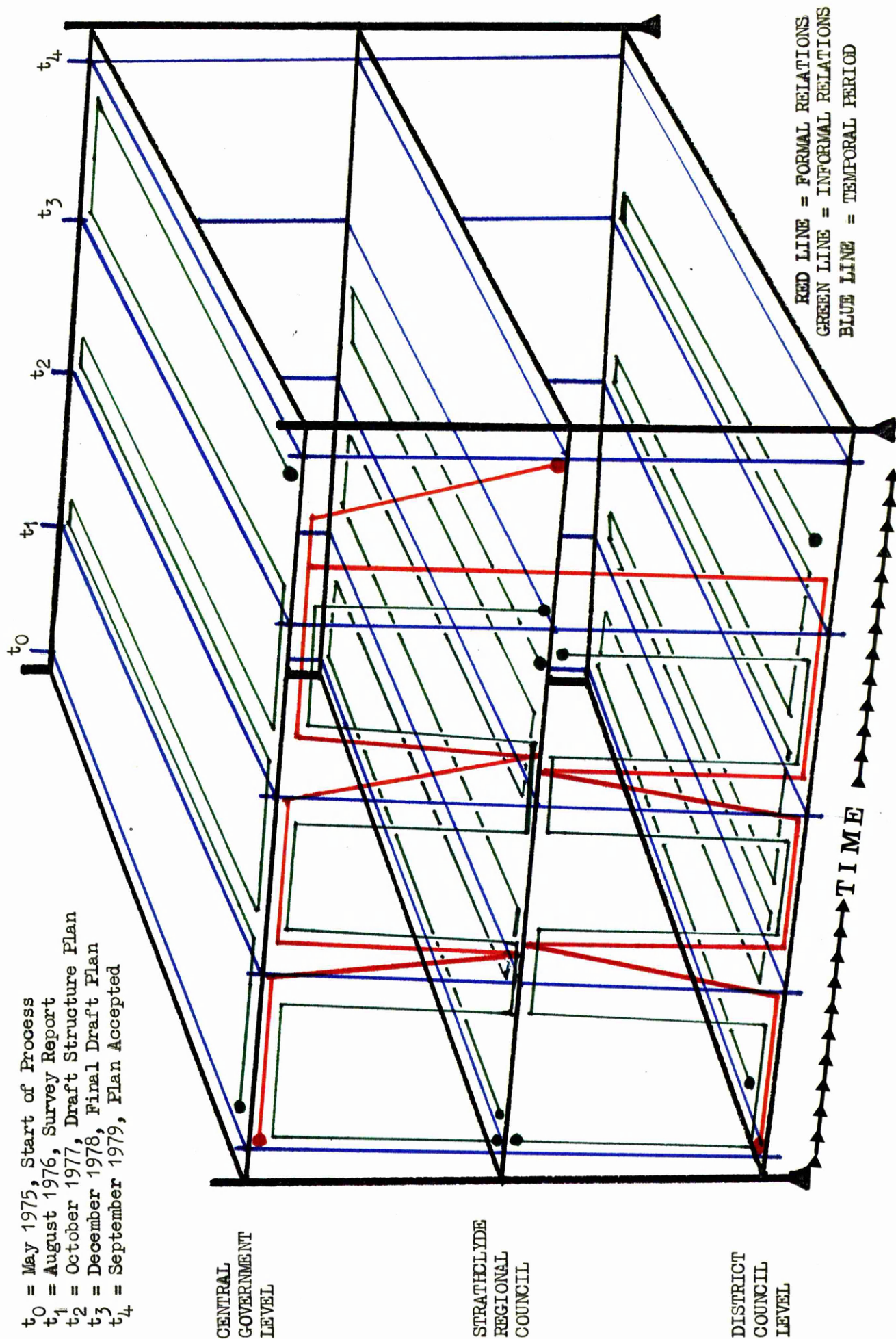
To further elucidate the model it has been dissected into its four basic components and showed by the following vertical cross section and the three horizontal cross sections which consisted of the three tiers of government. The vertical cross section isolates only the periods and sequence of the vertical links of communication and relationships between the three levels of the model. The three horizontal cross sections only present the corridors of communication for its particular level. For example, Level 1 Horizontal Cross Section depicts the periods of the lateral links of communication that occur within the Central

Government level of the Secretary of State for Scotland. Level 2 represents Strathclyde Regional Council and the corporate chains of communication that progress during the Structure Plan Process, and likewise, Level 3 illustrates the theoretical relationships within the District sphere of government. It should be understood that Level 3 is a general representation of all of the nineteen districts within Strathclyde Region.

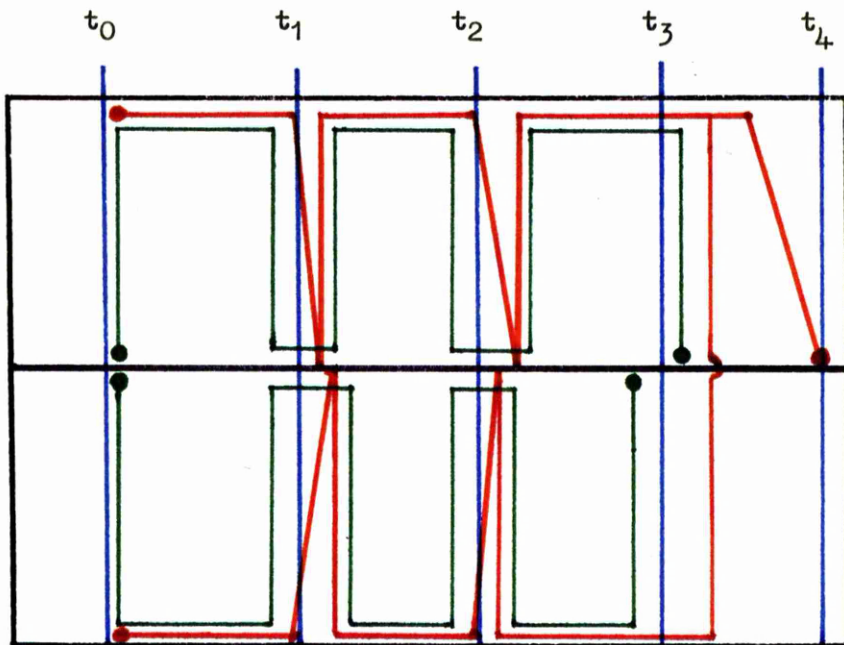
These theoretical corridors of communication are illustrated by the red and green coloured lines in the two dimensional sketch and in the four cross sections. (in the constructed three dimensional model red and green cords were used to show the connection within and between the three levels of government which were made from transparent acetate sheets and supported by a wood frame). The green line symbolises the two way communication or flow of information, views and informal and officer level comments, and the red line depicts the direct feedback in terms of official and formal decisions and comments to Strathclyde Region from Level 1, the Secretary of State, and from Level 3, the nineteen District Councils of Strathclyde Region. These red and green lines move from left to right in conjunction with the temporal framework of the model, and indicate the approximate or envisaged period when the two types of communication, formal and informal, occur within and between the three levels of government.

As one with little knowledge of the Structure Plan Process would soon discover, it is difficult to conceptualise the total movement, the communication and the interactions between the three separate

levels of government through a period of approximately four years. However, the provision of the model elucidates most of these factors by creating an effective and total image of the communications and relationships of the continuing structure planning process. It is recommended that if a three dimensional model was constructed. (for example, similar to the model constructed as a tool for this analysis), it could be used as an effective implement for public participation such as in public exhibitions or in community meetings, and it could be useful for educational purposes.



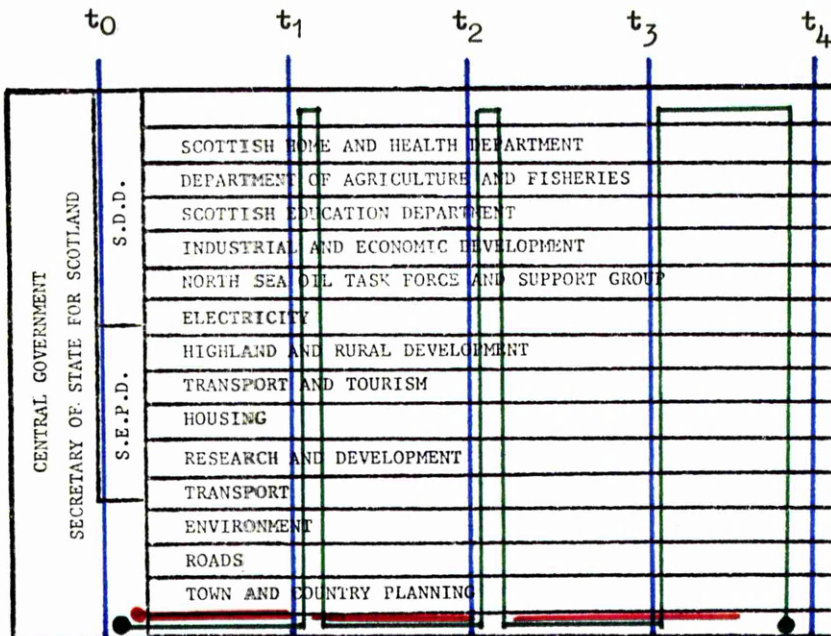
VERTICAL CROSS SECTION



LEVEL 1
CENTRAL GOVERNMENT

LEVEL 2
STRATHCLYDE REGION

LEVEL 3
DISTRICT LEVEL

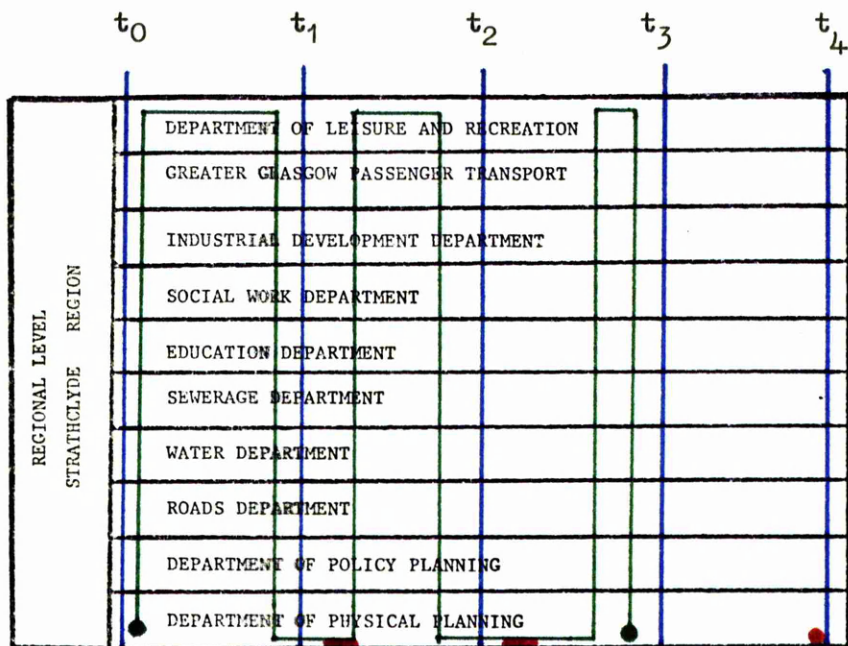


LEVEL 1

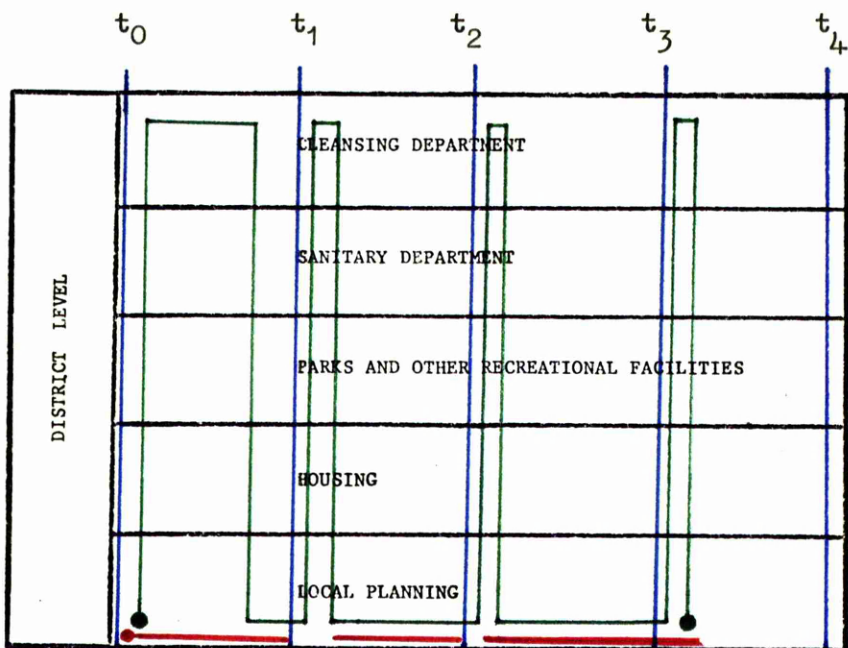
HORIZONTAL CROSS SECTION

t_0 = May 1975, Start of Process
 t_1 = August 1976, Survey Report
 t_2 = October 1977, Draft Structure Plan
 t_3 = December 1978, Final Plan Submitted
 t_4 = September 1979, Plan Accepted

Red Line = Formal Relationships
 Green Line = Informal Relationships
 Blue Line = Temporal Period



LEVEL 2
HORIZONTAL CROSS SECTION



LEVEL 3
HORIZONTAL CROSS SECTION

t_0 = May 1975, Start of Process
 t_1 = August 1976, Survey Report
 t_2 = October 1977, Draft Structure Plan
 t_3 = December 1978, Final Plan Submitted
 t_4 = September 1979, Plan Accepted

Red Line = Formal Relationships
 Green Line = Informal Relationships
 Blue Line = Temporal Period

CHAPTER V.

SPECULATION ON THE CONTINUATION OF THE STRATHOLYDE

STRUCTURE PLAN PROCESS

CHAPTER V - SPECULATION ON THE CONTINUATION OF THE STRATHCLYDE STRUCTURE PLAN PROCESS

Up to now, this analysis has presented a picture of the first three years of Strathclyde Region's Structure Plan Process. However, as indicated in the section concerning the time horizon, the Structure Plan Process is a continual and constantly evolving process. What this Chapter will present is a speculation on the Structure Plan Process after this first three year period (after May 1978). As there no doubt will be direct political implications concerning the future direction of the Structure Plan Process, the speculation which follows looks at the present logical, theoretical pattern the Structure Plan Process might progress towards.

This will be accomplished at first by speculating on the future of the Regional Report, exploring the question 'Will there be another Regional Report?'; and further speculating on the likely form and content of any future Regional Reports; and also, will view the probable relationship any future Regional Reports will have in the Structure Plan Process. Secondly, this Chapter will speculate on the probable form and content of the first Structure Plan to be produced by Strathclyde Regional Council; and lastly, the Chapter will theorize on the probable form and content of successive Structure Plans and their envisaged overlap with each other.

1.) SPECULATION ON FUTURE REGIONAL REPORTS AND THEIR RELATION TO THE STRUCTURE PLAN PROCESS

The current philosophy on the concept and production of the first Regional Reports appears to be favourable, and has, for the most part, been accepted by the planning authorities in Scotland as a valuable

experience providing a broad view of the planning situation as well as collectively, by providing a view of the composite planning scenario of Scotland at one point in time. The Secretary of State for Scotland considered the Regional Report procedure so successful that shortly thereafter, he made a suggestion to the district planning authorities encouraging the preparation of 'District Reports'.

Strathclyde Region, as did most other regional authorities, interpreted the legislation pertaining to the Regional Report as an ongoing procedure to be monitored and updated periodically for the Region's and Secretary of State's benefit. Against this background it has been speculated that the Secretary of State will establish the Regional Report as a set obligation and will probably be required and produced on a four year cycle basis.

The four year cycle is a logical choice as each regional council has an opportunity to prepare and act upon a report in the time span between the regional elections. The concept centres on the rationality for the regional reports to be formed during the first year of a regional council's period and submitted to the Secretary of State around May or June of the year following the elections. This is a plausible cycle as it provides sufficient time and opportunity for the regional council (after it has received the Secretary of State's observations on the Regional Report) to act on or implement the basis of the Regional Report. If this proposal is accepted, it would imply that a second round of Regional Reports might be written and compiled in 1978/79 for the submission to the Secretary of State in May/June of 1979.

The anticipated submittal dates of the various Regional Structure Plans do not coincide with each other, and in some cases, only cover

a portion or section of a Region. For instance, Strathclyde's composite Structure Plan will not be submitted until the Autumn of 1978 in contrast with Lothian Region. If the second round of Regional Reports are due in May/June 1979, the possibility or argument exists that the requirement could, in the case of some Regions, retard or delay the preparation of their Structure Plan(s). In the case of Strathclyde Region it is speculated that this second round Regional Report date of May/June 1979 will not impose any burdens or restrictions on Strathclyde Region since the Structure Plan is far enough advanced, and because the two documents are produced by two separate divisions within the Region.

The Scottish Development Department Circular 4/1975 outlined the form and content of the first set of Regional Reports and implied that the Regional Report should not be a purely physical planning document. This view will probably be continued in future Regional Reports as they are valuable in assessing the complete spectrum of a region's planning activities. It is anticipated that Strathclyde Regional Council's second and future Regional Reports will likely maintain this line of thought.

The first Regional Reports, made an appraisal of the existing Development Plans, but it is unlikely this appraisal would be included in future Regional Reports as the regions, by this time, will have made considerable progress towards their Structure Plan(s), and the districts towards their local plans. This certainly appears to be the course that Strathclyde Region is heading for its future Regional Reports.

It is envisaged that Strathclyde Region's future Regional Reports will probably be a process of reassessing and updating information, and

bringing together in a corporate manner the broad ideas and policies which are manifested in the various Regional Plans such as those covering transport policies and programmes, the financial budget, and the corporate implications and integration of all the Region's Departmental programmes and plans.

There has been a general misconception of the functioning role of the Regional Report in the Structure Plan Process. Some have regarded the Regional Report as a temporary plan which represents the transition element between the old and the new Development Plan System in Scotland. While the first Regional Report for Strathclyde Region could be partially interpreted as a bridge between the two Systems, it should not be confused with its actual function of providing corporate direction in the Structure Plan Process. This direction will probably become clearer in future Strathclyde Regional Reports.

It is envisaged that Strathclyde's future Regional Reports could interfere with the Structure Plan production if not satisfactorily programmed. The discussion of a possible four year cycle, in line with the Regional Elections, for future Regional Reports would probably be the most acceptable for Strathclyde Regional Council's second and successive Regional Reports, and would create less conflict with the preparation of the Structure Plan.

The Structure Plan Process pertains to strategic land use planning with corporate input, consideration and influence. The main difference between Strathclyde's Regional Reports and Structure Plans will, no doubt, be one of scope and depth. The Regional Reports will skim the surface providing corporate direction and linkage in the form of broad policies, and the Structure Plans will provide an indepth and statutory approach and assessment with physical expression in terms of influencing strategic development, planning applications and local plan preparation.

2.) SPECULATION ON THE FORM AND CONTENT OF STRATHCLYDE'S
FIRST STRUCTURE PLAN

After the public and statutory consultations were held on the draft Structure Plan, the responses were scrutinised by the Region which resulted in significant re-thinking of the form and content of the Structure Plan. As the final Structure Plan will not be ready for submission to the Secretary of State until early 1979, this section can only provide a speculation on the likely final form and content of the Structure Plan. The general responses and comments will be first presented as a context for the probable changes.

The general responses have been divided into four significant areas: (1) District Council responses, (2) New Town Development Corporation comments, (3) other general public comments, and (4) the Secretary of State's observations.

The comments from the District Councils reflect their local interests, and therefore, the pattern of comments can be categorised into the following divisions of attitude:

- (1) Districts in favour of the strategy, who often seek greater control over new town development, (e.g. Glasgow, Clydebank and Inverclyde Districts);
- (2) Districts opposed to the strategy (e.g. Cunninghame and Strathkelvin);
- (3) Districts who consider that the Structure Plan does not reflect the true pressure for development that

will occur locally (e.g. Eastwood, Bearsden and Milngavie);

- (4) Districts in the peripheral areas of the Region accept that the problems of the inner areas need tackling but should not be at the expense of their Districts (e.g. Argyll and Bute).

Even though there is a fundamental difference in attitude between the various districts they all agree in that they reject or seriously question the population and housing policies, and secondly, they consider the key diagram unsatisfactory and the draft Structure Plan's policies too detailed. It is obvious that they want to ensure that the Structure Plan does not infringe on District Council responsibilities.

The New Town comments to a large extent echo the comments of their respective districts; Cumbernauld and Irvine seriously question the strategy, while East Kilbride is more concerned about the speed with which it can be put into effect. They also express a willingness to be directly involved in the improvement of older areas with the exception of East Kilbride.

The general concern as shown from the other comments received from the public tend to focus on the Plan's inadequate attention to rural areas, and the impact of development either upon existing services or upon the landscape. Surprisingly, the comments received are less concerned about ensuring local developments are maintained than

the District Councils. The only major exception to this view is the private developers who consider that there is an inadequate supply of readily available sites, despite the plethora of outstanding consents throughout the Region.

During the consultation period, discussions and correspondence with the Secretary of State's office confirmed that they considered the draft Structure Plan too detailed and encroaching upon the interests of the Districts as the local planning authority. The Scottish Office has indicated that the Structure Plan should limit itself to establishing policies and general proposals for development land use issues of a strategic nature. The Office felt that it was not acceptable for the Regional Council to indicate land which it would prefer to see developed as a matter of priority (e.g. where infrastructure exists) even as a basis for local planning and development control. The Scottish Office accepted that the expression of such a preference was legitimate and necessary to clarify Region and District interests at the local planning level, but insisted this could not form a part of the Structure Plan.

The Region to date has accepted that the Scottish Office view should be adhered to and that detailed guidance regarding Regional development preference should take the form of a published map on an Ordnance Survey base. Such a map could not form part of the Structure Plan submission, but when approved by the Regional Council, would form a basis for corporate planning and the evaluation of local plans by District Councils. Such a map would have no

statutory standing, and in the event of a dispute between the Region and the District, would stand only as Regional Council Policy, supported only indirectly by the Structure Plan.

The Structure Plan key diagram would then probably take the form of a locational reference to policies or general proposals. In effect, this would mean that the Structure Plan would concern itself with land use and development principles, leaving matters of detail to be resolved at the local plan stage.

This probable revised approach to the Structure Plan also has a bearing on policies. The Region now intends to preface each main body of policies with a statement of strategic policy objectives, which would clearly set out the Region's interest and link this firmly to the Regional Report strategy. Such policy objectives would then be followed by development policies, general proposals, and proposals for implementation. This approach represents a more logical method when compared to the approach taken in the draft Plan. The results of the matrix analysis of the policies and proposals of the draft Plan, also support a more logical change.

The major revisions of the draft Structure Plan pertain to the subject area of people and housing and its policies and proposals. These policies and proposals will be revised recognising the responsibility of District Councils to determine housing need and to express this in their Housing Plan, and the responsibility

of the Regional Council to determine overall prospective housing demand in the light of demographic and migrational change, and to draw out any consequences of Regional significance. The primary role of the Structure Plan will be not to determine where and why all future housing development should take place, but to provide Regional attitudes or policies against which future proposals, for example in local plans or planning applications, can be judged.

The principle changes from the draft Housing Development Strategy in the draft Structure Plan would seem likely to be the following in principle:

- (1) the acceptance of land covered by planning consents as opposed to a more selective approach from the total land supply
- (2) the acceptance of most of the proposals for public housing in the 1977 Housing Plans as opposed to a more rigorous allocation based solely on demand.
- (3) the acceptance of a lower level of population for Glasgow District, perhaps 733000-770000 range of persons as a basis for policy formulation compared to the original figure of 803,000 persons.

In reviewing the Industrial Development strategy and its resulting policies as presented in the draft Structure Plan, it seems probable that the basic policies could be rephrased to imply flexibility at a local planning level. An addition to

the previous strategy on industry might be the inclusions to promote tourism as an industry in view of its employment importance in the remoter areas of the Region. Therefore, the future Structure Plan will more than likely set out policies and proposals for the location of tourism generating development.

It is envisaged that the final Structure Plan for submission will be streamlined in that some of the subject areas will be combined, and that the section in the written statement giving the forecasts and assumptions and reasoned justification leading to the policies and proposals will be reduced in length by the omission of technical detail necessary for consultation. The revised subject areas will probably be as follows:

- (1) The Regional Strategy
- (2) Industrial Development
- (3) Residential Development
- (4) Transportation
- (5) Environment
- (6) Commercial Development
- (7) Development Planning

It is anticipated that the policies and proposals will cover the subject areas in a simplified form covering the strategic policy objectives with relation to the Regional Report, and then, cover development policies, development proposals, and implementation proposals such as Local Plans, Regional notification and housing

plans and so forth.

The key diagram and its associated schedules will probably also be made more simplified taking the form of a locational index to policies and proposals. It is anticipated that it will show the five topics below:

- (1) the proposed major and large industrial sites.
- (2) the strategic transportation network and proposals.
- (3) the environmental protection proposals (e.g. Green Belts).
- (4) the areas requiring redevelopment or renewal of
Regional significance (e.g. action areas).
- (5) the planning areas.

If the final Structure Plan takes the speculative shortened form as suggested in this section, it is anticipated the Plan will be considerably improved over the consultative Draft Structure Plan. It, also, stands a greater chance of being accepted if it has the support of the Districts and the Secretary of State which should be the case if the aforementioned speculation holds true.

After final Draft Structure Plan is approved by the Regional Planning Committee it will be put to the full Regional Council for its adoption, and then it will be formally submitted to the Secretary of State for Scotland for his decision. Under the Local Government (Scotland) Act 1973, the Secretary of State after receiving a Structure Plan from a region is required to appoint a person to hold an 'Examination in Public' to consider and air matters concerning the Structure Plan which he thinks appropriate. It is highly probable

this procedure will be adopted for Strathclyde Region's first Structure Plan. Due to the physical size of Strathclyde Region, the complete coverage of the first Structure Plan, and the fact there will be nineteen District Councils involved; it is conceivable that management problems might arise during this 'Examination in Public'. The 'Examination' will probably consist of a large group of people and would have to be held in a suitably large auditorium to accommodate all the necessary personnel. Given these likely conditions it is estimated that the 'Examination in Public' will take a considerable amount of time to be completed. After this 'Examination' the Secretary of State will probably consult his officials in his various Departments, and will eventually make a decision on the first Structure Plan for Strathclyde Region.

3.) SPECULATION ON FUTURE STRUCTURE PLANS AND THE STRUCTURE PLAN PROCESS IN STRATHCLYDE REGION

As of May 1978, Strathclyde Region envisages a rolling programme for the production of the Structure Plan. As soon as the final Draft Structure Plan is submitted to the Secretary of State, the Region has intention to continue the process by producing the second Regional Report, and at the same time, initiate the second Survey Report which will include new information from the monitoring of the first Structure Plan. By the time the 'Examination in Public' has been completed on the first Structure Plan, the second Survey Report should almost be ready to go to the public for consultation. After the Secretary of State delivers his judgement on the first Structure Plan, it is speculated that the second Consultative Draft Structure Plan will shortly thereafter be published and the public participation

will begin; and after this, the second final Draft Structure Plan will be produced.

This programme of action reflects the continuous nature of the Structure Plan Process of Strathclyde Region. The future success of Strathclyde Region's Structure Plan Process will depend on the extent which the Region can adequately monitor the outputs of the Process as it proceeds, and subsequently adapt the Process to make it flexible enough to accommodate and resolve any new and pressing issues and problems which might arise in the future. If Strathclyde Region can maintain this revolving and continuous Process as envisaged and speculated in this Chapter, it stands a good chance of effectively fulfilling the aims of the new Development Plan System for Scotland, and hopefully in the process, creating a better living environment for everyone in Strathclyde Region.

CHAPTER VI

CONCLUSIONS ON THE ANALYSIS OF STRATHCLYDE'S STRUCTURE PLAN PROCESS

CHAPTER VI. - CONCLUSIONS ON THE ANALYSIS OF STRATHCLYDE'S STRUCTURE PLAN PROCESS

This Chapter will draw together all the salient points that have surfaced in this analysis of Strathclyde Regional Council's Structure Plan Process. The analysis has focused on the first three years of Strathclyde's Structure Plan Process from May 1975 to May 1978. Chapter I has presented the legislation and central government guidelines and directives pertaining to the Process, and then, Strathclyde's interpretation of it. Chapter II analyzed the framework and design of the Structure Plan Process, and Chapter III critically examined the form, content, implementation and monitoring system of the Consultative Draft Structure Plan of Strathclyde Region. The relationships in Strathclyde's Structure Plan Process were described in Chapter IV, and lastly, Chapter V speculated on the future of Strathclyde Region's Structure Plan Process.

Chapter I presented and discussed the organisation of the new structure planning process and its role within the revised Development Plan System. Through the efforts of the Planning Advisory Group and their Report published in 1965, the planning system was altered by the Town and Country Planning Act 1968 which introduced the new structure planning process. The subsequent legislation pertaining to Scotland was manifested in the Town and Country Planning (Scotland) Acts of 1969 and 1972, and cumulated in the Local Government (Scotland) Act 1973 which provided the local government re-organisation necessary for fulfilling the new Development Plan System for Scotland. This 1973 Act provided the addition of two new procedures to the structure

planning process, the Regional Report and the Examination in Public. This Chapter also presented the relevant information from the Scottish Development Department's special guidelines and directives relating to the structure planning process. The "Development Plans: A Scottish Manual on Form and Content, Interim Version," was discussed in depth, likewise, the important Circulars from the S.D.D. were outlined, and of these, Circulars 51, 28 and 17 were signified as being the most beneficial. In addition to this, during the structure planning process the S.D.D. published a series of planning policy advice notes which Numbers 15, 18, 19 and 21 contributed to the process. The last significant guidance from the S.D.D. during the scope of this research was Circular 17/1977 which issued a series of "National Planning Guidelines" which the Secretary of State stated should be taken into account when preparing regional and local plans.

After laying the constructive foundation of the legislation and directives pertaining the structure planning process, Chapter I looked at Strathclyde's interpretation of this legislation and its subsequent decisions on it. As the legislation had not specified whether one composite or several structure plans should be prepared for a specific region, Strathclyde Region had to choose whether they would prepare a number of what it called 'priority structure plan areas', or one all encompassing structure plan for the entire Region. The latter was chosen although the reasons for this blanket coverage of the Region were not entirely evident. The analysis suggested that the logic in this choice centred on the premise that the one structure plan would be more effective as a single document instead of several independent

and perhaps, piecemeal structure plans. It was felt by the Region that the magnitude of the problems and issues facing Strathclyde could be resolved and managed better through one strong-arm structure plan.

Chapter II described the framework and design of Strathclyde's Structure Plan Process. Four areas were discussed, the organisational structure of the Regional Department of Physical Planning, the general guiding principles of the plan process in relation to the Regional Report and the overall Development Plan System, the production timetable and the horizon of influence of the structure plan process, and lastly, the preparation of the 'Strategic Issues for Strathclyde 1976: Survey Report.'

The Regional Department of Physical Planning was outlined because it was the Department which was the most influential in constructing and guiding the Structure Plan Process for the Region. The four major divisions of the Department were presented as (1) the Regional Report, Research and Intelligence, and Economic Policy Division, (2) the Special Functions Division, (3) the Structure Plan and Development Control Division, and (4) the Project Co-ordinator and Administration Division; and were described in terms of structure and function.

The general principle that Strathclyde's Structure Plan Process was intended as a strategic planning framework for the physical change and development, and should spell out the key social, economic and physical problems, and outline the policies and proposals necessary to solve or ameliorate these problems; was stated in this Chapter II. The relationship between the Process and the Regional Report and the overall Development Plan System was established. The Regional Report was referred to as an integral part of the Process as it defined the

basic corporate regional strategy, outlined the Region's guiding principles, and stated the general priorities and policies pertaining to economic policy, housing, areas for priority treatment, rural areas, environment, transportation and infrastructure, planning procedures, and lastly, the financial and corporate implications. The relationship of the Process with the Development Plan System highlighted the Local Plan preparation procedure and the interim development control procedures such as the 'call-in' option.

Chapter II also focused on the timetable or programme of operation of the Structure Plan Process. (Two Charts were included to provide a conceptual and chronological image of the Process. Chart 4 has shown the Region's envisaged Structure Plan Process Horizon, and Chart 5 outlined the current anticipated programme of the Structure Plan Process.)

The last section of Chapter II looked at the preparation of the Region's "Strategic Issues for Strathclyde: Survey Report 1976" in terms of its historic basis, its format and content, and its public presentation. The West Central Scotland Plan was shown to have a significant historic and influential input to the Survey Report. The format and content of the Survey Report was described and the nine key issues and the subsequent issues facing the ten subject areas were abbreviated and listed in this section. The format was criticised on its lay out, its long length, and its use of some planning jargon. The public participation phase of the Survey Report ~~encapsulated~~ the poor response from the general public, and suggested that a better format such as the one used by Tyne and Wear County Council's "Outline Strategies" report, and better located public exhibitions could have solicited a larger public response.

Chapter III has analyzed the format, content, implementation, and monitoring system of the first Consultative Draft Structure Plan for

Strathclyde Region. The analysis concluded that the format of this Draft Plan was too lengthy, difficult for a non-planner to comprehend, and the Key Diagram too specific with a grid system and too cumbersome because of its size and the number of insets.

The content of the Draft Structure Plan was assessed in nine different areas, (1) the context of the plan in regards to National Policy, (2) the connection with the Regional Report and the Survey Report, (3) the basic aims and intentions of the Plan, (4) the durability of the strategy, (5) the selected policies and proposals for fulfilling the strategy, (6) the inter-relation and co-ordination of the policies and proposals, (7) the division of the Structure Plan into more conceptual and manageable sub-areas, and (9) the location and quantity of land to be used in projected developments.

In the first area, the analysis concluded that the Draft Plan had sufficiently re-enforced and supported the National Policies, and in the second area, it considered the Draft Structure Plan acceptable in its connection and relation to the first Regional Report and the Survey Report. The third area assessed the aims and intentions of the Draft Plan, and stressed the need for the Region to be more selective in the wording of its main strategy even though the analysis considered the aims and intentions to be well established in their relation to the Region's major problems. The durability of the Draft Structure Plan's strategy was noted under the fourth area as being realistic both in the short and long term horizons.

The fifth area, analyzed the selected policies and proposals in the Draft Plan. Due to the large number of policies and proposals in the Draft Structure Plan, a subjective matrix evaluation was completed for each of the eight subject areas. This provided an indication of the

collective merits of the policies and proposals for each subject area as well as an assessment of all the policies and proposals as a whole in a Summary Matrix. This Summary Matrix arrived at a subjective conclusion that the strongest collective weakness of the policies rested with their negligence in relating to similar past and present policies and in effectively meeting their stated aims. On the other hand, the proposals collectively lacked an evaluation of their flexibility in response to uncertainty. It was suggested that Strathclyde Region should seriously review and where necessary restructure or alter the policies and proposals in the Draft Structure Plan.

The inter-relation and co-ordination of the policies and proposals indicated in the sixth area, was also shown to be in need of review and related to each other. The seventh area concluded that the Draft Plan has more than adequately sub-divided the Region into conceptual and manageable areas; and in the eighth area, the analysis felt that the Draft Plan had not adequately described the Action Areas which it listed in Schedule 8. The last and ninth area assessed the Draft Plan in terms of the location and quantity of land to be used in projected developments, and came to the conclusion that the Plan was adequate in this respect.

The next section inspected the implementation and development control policies of the Consultative Draft Structure Plan, and recommended that the Draft Plan's policies and proposals should, where possible, be defined and expressed more clearly to facilitate development control procedures.

The last section of Chapter III considered the monitoring system described in the Draft Structure Plan. The analysis suggested that a

more detailed approach would be more useful, and perhaps, could better show how the Structure Plan would be monitored and reviewed. It was felt that a more comprehensive monitoring system could have been included in an appendix or a supplement to the Consultative Draft Structure Plan.

Chapter IV has focused on the relationships and communications involved in the Strathclyde Structure Plan Process. The areas of relationships which were covered in this Chapter are the established and informal interactions in Strathclyde's Department of Physical Planning, the corporate relations between Strathclyde's other Departments, the Region's interactions with the nineteen District Councils, the Region's working relations with contiguous regions and districts, and lastly, the interaction with the Secretary of State for Scotland. Overall these relationships were shown to be beneficial and in most situations harmonious.

To elucidate this complex web of communications a three dimensional model was constructed to, in effect, observe, understand and record the basic corridors and channels of interaction. This proved useful in describing the relationships between and within the three tiers of government, the Secretary of State, Strathclyde Region and the Districts. A sketch and cross sections of this model were included in the analysis which indicated the model's usefulness in depicting one complete theoretical cycle of the Structure Plan Process.

Chapter V has speculated on the continuation of the Strathclyde Region Structure Plan Process by theorizing on future Regional Reports and their relationship in the Process; on the form and content of Strathclyde's first Structure Plan; and on future Structure Plans and their input into the Process.

If continued, it was envisaged that future Regional Reports would probably reassess and update information to tie together, in a corporate fashion, the broad ideas and policies from various Regional Plans such as financial and transport plans. If not timed properly, future Regional Reports could hinder the Structure Plan Process, in which case a four year cycle corresponding to the Regional Council Elections was suggested as the best period.

Due to consultations and responses received after the public participation on the Consultative Draft Structure Plan, it was speculated that the Draft Plan for Strathclyde would be significantly changed from its present form in such areas as the Key Diagram, the subject areas, and a reduction and streamlining of many of the policies and proposals concerning the subject areas. If these changes are incorporated into the Final Draft Structure Plan, the analysis envisaged that it would stand a better chance of being quickly approved by the Secretary of State. Lastly, the prospect of future Strathclyde Region Structure Plans was referred to in light of the expected Structure Plan overlap in the continuous Structure Plan Process.

As this analysis has undertaken to present the first three years of Strathclyde Region's Structure Plan Process, it has been completed in the hope that the information and conclusions will contribute to a better understanding and cognisance of the new Development Plan System now operating in Strathclyde Region and in Scotland.

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A P P E N D I X 'A'

STRATHCLYDE REGIONAL COUNCIL'S

DEPARTMENT OF PHYSICAL PLANNING'S FORMS

ON REQUESTS FOR CONSENT TO PREPARE A LOCAL PLAN

STRATHCLYDE REGIONAL COUNCIL
DEPARTMENT OF PHYSICAL PLANNING



REQUEST FOR CONSENT TO PREPARE A LOCAL PLAN

Under the terms of Section 176 of the Local Government (Scotland) Act, 1973, every District Planning Authority shall, as soon as practicable, prepare local plans for all parts of their District.

Until such time as a Structure Plan has been approved, covering the area of the proposed local plan, the District Planning Authority shall not prepare a local plan unless they have first applied for and obtained the consent of the Regional Planning Authority.

It is requested that a District Planning Authority seeking such a consent provide the details required on pages 1 and 2 of the attached Pro Forma and formally send this document to:

The Director of Administration
Strathclyde Regional Council
Melrose House
19 Cadogan Street
Glasgow G2 6HR

With a copy to:

The Director of Physical Planning
Strathclyde Regional Council
McIver House
Cadogan Street
Glasgow G2 7QB

It is proposed that, within three months of the request being received, the Regional Planning Authority will inform the District Planning Authority of its decision, incorporating the completed Pro Forma, which will act as a Design Brief covering infrastructure and regional policies.

3/1/2
EHR/MF
11 March 1976

Memorandum

From Director of Physical Planning

File 204-2727

Ext 293

Our ref



Strathclyde
Regional
Council

Your ref

Date

Subject

I have received from the District Council, application forms relative to the preparation of Local Plans for the above noted areas.

For your purposes, I have enclosed pink sheets numbered 1 through 5. The first two sheets contain the submitted information from the District Council.

Sheet number 3 indicates the broad range of Regional Departments to be referred to.

Sheet number 4 is intended for your comments.

Sheet number 5 will contain my recommendations to the Planning and Development Committee. This of course will be based on all submitted material.

It should be noted that it will be necessary to submit my report to the meeting of the Planning and Development Committee and consequently, the target date for the return of your observations will

Because of the statutory obligation to give a decision on the preparation of these plans to the District Council within 3 months, it is important that the Structure Plan team receive your comments on or before the appropriate date. If the deadline cannot be met then the report will have to be written without the benefit of these comments.

It should be appreciated that there is no desire at this stage to obtain any information or data from you which required a decision by your committee. Where you feel that committee decision will be needed, e.g. on future investments, then all that is required at this stage is an indication that which committee decisions will have to be obtained.

Finally, in order to avoid a recurrence of problems with difficult-to-decipher handwriting, I would appreciate if your submissions were in a typed form.

Director of Physical Planning

1

REQUEST TO
STRATHCLYDE REGIONAL COUNCIL
FOR CONSENT TO PREPARE A LOCAL PLAN

DISTRICT

Date of Request

TITLE OF PROPOSED LOCAL PLAN

General Description of Boundaries of Proposed Local Plan Area:

Grid Reference

Area in hectares

Existing Population

Existing Land Use

.....

Present Status with regard to Development Plans:

General Statement as to Problems in the Area:

Anticipated Remedies:	Redevelopment	<input type="checkbox"/>
	Conservation	<input type="checkbox"/>
	Rehabilitation	<input type="checkbox"/>
	Residential Expansion	<input type="checkbox"/>
	Industrial Expansion	<input type="checkbox"/>
	New Educational Facilities	<input type="checkbox"/>
	New Roads or Transport Facilities	<input type="checkbox"/>

Signed Date

2

STATEMENT SUPPORTING
A REQUEST TO
STRATHCLYDE REGIONAL COUNCIL
FOR CONSENT TO PREPARE A LOCAL PLAN

DISTRICT

Date of Request

TITLE OF PROPOSED LOCAL PLAN

A plan of suitable scale and of A4 size (or foldable to A4 size) should
be attached to this supporting statement.

Signed Date



PROGRAMMING BY
STRATHCLYDE REGIONAL COUNCIL
OF REQUEST TO PREPARE A LOCAL PLAN

DISTRICT
Date of Request
TITLE OF PROPOSED LOCAL PLAN

Appraisals received and attached, from : (Target Date:)
(Date Out:) (Date In:)

- DIRECTOR OF EDUCATION ☐
- DIRECTOR OF ROADS ☐
- DIRECTOR OF SEWERAGE ☐
- DIRECTOR OF WATER ☐
- DIRECTOR OF SOCIAL WORK ☐
- DIRECTOR OF LEISURE & RECREATION ☐
- HEAD OF ESTATES ☐
- HEAD OF INDUSTRIAL DEVELOPMENT ☐
- DIRECTOR GENERAL OF PASSENGER TRANSPORT EXECUTIVE ☐
- STRATEGIC TRANSPORTATION PLANNING UNIT ☐

Appraisals received and attached from
Director of Physical Planning:

- REGIONAL REPORT DIVISION ☐
- SPECIAL FUNCTIONS DIVISION ☐
- STRUCTURE PLANS DIVISION ☐

RECOMMENDATION TO BE MADE TO THE PLANNING AND DEVELOPMENT COMMITTEE
AT ITS MEETING OF:

REPLY TO BE CONVEYED TO DISTRICT BY THE DIRECTOR OF ADMINISTRATION
NO LATER THAN:

Signed Date



APPRAISAL BY

.....

STRATHCLYDE REGIONAL COUNCIL
OF REQUEST TO PREPARE A LOCAL PLAN

DISTRICT

Date of Request

TITLE OF PROPOSED LOCAL PLAN

COMMENTS ON EXISTING SITUATION

RELEVANT PROPOSALS ON DEPARTMENTAL PROGRAMME

COMMENTS ON LOCAL PLAN PROPOSALS

AN OTHER OBSERVATIONS

The Regional Council is required by statute to decide upon this request within a specific time. Please complete this form and return it to the Director of Physical Planning by



Please note that this completed sheet will be sent to the District Council.

Signed Date



RECOMMENDATION AND DECISION
BY STRATHCLYDE REGIONAL COUNCIL
ON REQUEST FOR CONSENT
TO PREPARE A LOCAL PLAN

DISTRICT

Date of Request

TITLE OF PROPOSED LOCAL PLAN

RECOMMENDATION BY THE DIRECTOR OF PHYSICAL PLANNING TO THE
PLANNING AND DEVELOPMENT COMMITTEE AT ITS MEETING OF:

DECISION OF THE COMMITTEE:

Signed Date

6Decision of Strathclyde Regional
Council on Request for consent
to prepare a Local Plan

DISTRICT

DATE OF REQUEST

TITLE OF PROPOSED LOCAL PLAN

Decision of Strathclyde Regional Council at their meeting of
..... is as follows:

CONDITIONS:

1. STANDARD CONDITION: That consent to prepare a Local Plan does not commit the Regional Council to specific proposals at this stage.
2. STANDARD CONDITION: That adequate consultation with Regional Departments shall take place during the preparation of the Local Plan.
3. STANDARD CONDITION: That the contents of the Local Plan shall be subject to the provisions of any approved Structure Plan for the area.
4. STANDARD CONDITION: That the proposals contained in the Local Plan shall not be adopted without approval by the Regional Council to proposals concerning Regional Council policies and/or expenditure.
5. STANDARD CONDITION: If it is proposed that the preparation of the Local Plan involves the participation of District and Community Councillors in working groups, it is requested that the appropriate Regional Councillor and Director of Physical Planning be invited to participate.
6. STANDARD CONDITION: That additional matters shall be included or amplified in the preparation of the Local Plan as per attached Check List (Sheet 7).

Signed Date

LOCAL PLANS

File 3/2

7

Check list of additional matters, to
be included or amplified in the
preparation of the Local Plans for

.....
(relevant matters are marked X)

STATUTORY PLANNING CONTEXT

Regional Report ☐
Structure Plan ☐
Action Area ☐
Other ☐

ECONOMY

Employment/Unemployment ☐
Rural Economy ☐
HIDB, SDA, etc. ☐
Oil Related Dev. ☐
Other ☐
Shopping ☐

INDUSTRY

Existing Industry ☐
Industrial Land
Availability ☐
Ind. Estates/Flatted Factories .. ☐
Other ☐

HOUSING

Existing Stock ☐
Rehabilitation/Clearance ☐
LA Programme ☐
Private Programme ☐
Other ☐

EDUCATION

Primary ☐
Secondary ☐
Further Education ☐
Other ☐

SERVICES

Sewerage ☐
Water ☐
Other ☐

DEVELOPMENT CONTROL..... ☐

ROADS

Internal Roads ☐
External Roads ☐
Other ☐

PTE,STPU

Private Cars ☐
Buses, Trains ☐
Ferries ☐
Air Transport ☐
Tourist Traffic ☐
Freight ☐
Terminals ☐
Other ☐

RECREATION AND LEISURE

Water-based ☐
Land-based ☐
Country Parks ☐
Urban Facilities ☐
Other ☐

TOURISM

Tourist Industry ☐
Tourist Facilities ☐
Other ☐

ENVIRONMENT

Dereliction/Rehabilitation ☐
Conservation/Heritage ☐
Townscape ☐
Landscape ☐
Agricultural Land ☐
S.S.S.I., etc. ☐
Other ☐

ESTATES

Land Acquisition..... ☐

Signed

Date

STRATHCLYDE REGIONAL COUNCIL

Local Government (Scotland) Act 1973 : Section 176

Conditions attached to Requests from Argyll and Bute District
for Consent to Prepare Local Plans.

APPENDIX A

Argyll and Bute District forms a very large and distinctive sub-region within Strathclyde and the preparation of Local Plans will involve a considerable work load for the staff resources of the District Council and of the Regional Council.

It is therefore requested that a Statement of Priorities with regard to Local Plans (either under preparation or proposed) be prepared by the District Council to include not only "Town Map" Local Plans for the main community but also Local "Subject" Plans on what may be a District-wide basis e.g. Coastal Strategy; Rural Settlements; Tourism (including Caravans and Chalets); Recreation; Development Control, etc.

This Statement of Priorities should facilitate appraisal of future applications for consent to prepare Local Plans and shall also ensure that achievable plans are prepared within the context of overall policies for the District.

A P P E N D I X 'B'

MAJOR ISSUES FROM

STRATHCLYDE REGIONAL COUNCIL'S

"STRATEGIC ISSUES FOR STRATHCLYDE: SURVEY REPORT"

AUGUST 1976

The Survey Report has defined nine key issues pertaining to the subject of employment across the Region as the following:

- "(1) Past economic growth in the Region has been too slow to provide for higher standards of living for an expanding population. The symptoms of this have been high levels of unemployment, emigration, and inadequate resources for private investment in growth for the future, public expenditure to improve living standards and personal consumption. For what levels of economic growth should we now plan?
- (2) Differences in rates of growth have led to pockets of high unemployment and social deprivation throughout the Region, though particularly in the Clyde Valley. How can physical planning help to alleviate these problems? For example, by the provision of industrial sites, environmental improvement and improvement of transport facilities to places of work and other community facilities? Should they be designated as action areas?
- (3) A second effect, which is likely to become more marked in future is the increase in commuting, particularly to and from Glasgow. To what extent should physical planning attempt to resist this trend? Alternatively,

what additional transport infrastructure could be needed to meet this demand?

- (4) In order to increase the rates of economic growth higher levels of investment and productivity in industry and commerce must be achieved. Physical plans must, therefore, ensure that there is an adequate supply of industrial sites and premises in suitable locations and of the right type and price for both firms coming into the Region and expanding local industry. How much industrial land requiring servicing will need to be developed before 1983? Where in the Region should the land be developed? Should it be in "growth points" (including the new towns), or in the inner core, or should the land be dispersed throughout the Region? Should individual sites be provided or industrial estates? What need is there for large "strategic" sites of over 250 acres? Where should such sites be located? To what extent should the special requirements of certain process industry be met in advance? To what extent should advance factories be built or encouraged?
- (5) A balance must be struck between the demand for and supply of labour. To what extent should this be achieved by providing better transport links between areas of high unemployment and areas of expanding job opportunities or by improving residential mobility?

- (6) The environment of the Region must be enhanced to make it more attractive to firms looking for new locations and to help improve the quality of life. To what extent does the poor environment inhibit industrial development? What resources should be devoted to environmental improvement?
- (7) To some extent the above requirements are interdependent and policies will reinforce each other. For example, faster growth should help to some extent to reduce the problems of high unemployment and improvement of the environment of the areas of deprivation will make the Region generally more attractive. But there are also potential conflicts and since the availability of resources is limited by the rate of growth which can be achieved choices must be made between different objectives. To what extent can planning make the most of policies which can serve several objectives and minimise potential conflicts?
- (8) The New Towns have been relatively successful in attracting firms to the Region and greenfield sites generally may be more attractive to industrial firms than sites in the older urban areas, but such sites tend to be expensive to develop and result in the

diversion of resources away from areas of poor environment, social deprivation and industry which is facing changing market conditions. Should resources be used to promote investment in new industry and possibly faster economic growth, or should resources be diverted to the older more socially deprived parts of the Region, to regenerate Strathclyde's established industrial base?

- (9) Many industries create problems of pollution. Is the environmental cost of promoting certain types of industrial developments too high?"

In line with the Regional Report's outlined strategy, the second key factor was the "need to tackle urban deprivation." The next area termed "People and Housing" presents eleven issues which the Regional Council will consider for the Structure Plan. They are:

- "(1) The future population levels in the Region are likely to be considerably lower than today. Given the highest rate of migration which might arise if employment fell in accordance with the employment projections this could mean a fall in population of 272,000 persons by 1983. At most optimistic level the Region could lose only 86,000 persons by 1983, although this might fall by a further 20,000 by 1988. What is the most likely future population level given

the range of population indicated and what range should be planned for?

- (2) Given this fall of population in the Region it is unlikely that any District will be able to sustain major population increases and a major issue is to what level will Glasgow's population fall by 1983 and 1988. The range of generated population is expected to fall within the range of 760,000 to 810,000.
- (3) Is it desirable to reduce the rate of out-migration, especially if this means a higher rate of unemployment within the Region? What can the Region, the Districts and Central Government do to reduce the rate of out-migration?
- (4) A point of major significance in establishing housing needs is that between 1983 and 1988 there is likely to be a reduced demand for housing even at the most optimistic migration rate. Given this eventuality then is a major house building programme necessary beyond 1983 or should there be a shift of emphasis to improving the existing housing stock?
- (5) Is it possible to replace many houses presently considered "tolerable", but which in other ways such as environment, location and design are unattractive to people? Conversely are there a significant number

of houses not considered tolerable which should be brought up to standard rather than demolished?

- (6) As there will be an overall surplus of housing sites in the Region it will be necessary to evaluate between housing sites both programmed and zoned to establish priorities for development. What are the factors that should be used in this evaluation? Should the costs of development of alternative sites be the main criterion, particularly in a time of financial constraint, or should sites also be examined equally in terms of desirability of location quality of environment?
- (7) How should future housebuilding aim to change the tenure split of the housing stock in the Region? Is it possible or desirable to build the majority of new houses in the private sector to increase the choice of tenure of households? Alternatively are there other means, such as housing associations, by which all members of the community can obtain increased opportunities within the housing field?
- (8) What contribution can the new towns make to providing a choice in housing in the future given that they have only a marginal role in terms of providing overall regional needs?
- (9) The decline of the private rented sector can have severe consequences on certain client groups who are

dependent upon this sector of housing. Are there alternative sectors of housing available to them and are these adequate?

- (10) Special housing needs are of particular concern to the Regional Council who are responsible for many of these through Social Work legislation. The needs of the client groups have to be articulated to a greater degree so that forward planning of the social service departments (Social Work, Education, Housing, D.H.S.S., and the Health Boards) can be matched to them. How much emphasis can be placed upon satisfying these special needs assuming that the overall housing needs are likely to be adequately served by 1983?
- (11) The amount of residentially zoned land with planning permission for private development is substantial in many of the Districts outwith Glasgow. Unless there is a significant tenure shift in new house building it is unlikely to be fully developed by 1983. Given that more private housing sites are to be made available in Glasgow should the revocation of planning permission be considered in certain parts of the Region?"

In the subject category of transportation within the Region the following sixteen major issues have been identified by the Regional Council:

- "(1) The Government have indicated the need to conserve energy in transport uses. To what extent is there

scope to integrate land use proposals and transportation policies to achieve this either by reducing the total amount of travel or by changing modal split from car to public transport?

- (2) The Government have indicated that they attach a high priority to the social welfare aspects of transport and in particular to the public transport needs of those without access to a car. To what extent can land use planning complement transport policies in influencing the distribution of movement opportunities to achieve social objectives?
- (3) The recent Government paper on transportation indicated that priority should be given to safety and environment and in this context should schemes in connection with development and redevelopment proposals be awarded a higher priority?
- (4) Given the fact that a large proportion of the households in Strathclyde and in particular those in deprived areas depend on bus transport should priority not be given to this service or rail where appropriate?
- (5) In view of the employment situation in Strathclyde should priority be given to those schemes which maximise accessibility to employment opportunities?
- (6) Due to financial restraint is there a particular need to capitalise on existing infrastructure and to

rationalise and integrate the present transport system whereby continuous and coherent networks can be achieved and operated with the maximum effectiveness?

- (7) Since many of the transportation problems follow from the peak pattern of passenger demand is there scope for further spreading of the load through more flexible hours of employment, schooling and further education?
- (8) Could changes in land use policies materially assist the problem of coping with peak flows, i.e. and office decentralisation policy?
- (9) What balance should be struck in terms of private car restraint between the need to avoid peak hour congestion on the road network and the need to avoid overloading public transport capacity?
- (10) What development pressures could arise from improved suburban rail services?
- (11) Heavy commercial vehicles are often blamed for many urban traffic problems. Are mandatory urban lorry routes appropriate, or can transfer to rail provide an alternative?
- (12) Given the current economic climate and the uneconomic nature of comprehensive lorry parking facilities can anything else be done other than extending the scope

of the existing traffic restrictions?

- (13) In many of the rural areas, tourists make considerable use of transport facilities. Should heavily subsidised transport facilities or expensive road construction be provided or maintained primarily for the tourist peaks?
- (14) Are conventional bus services the best form of public transport for rural areas and is there scope for experimentation with such projects as post-buses and community buses?
- (15) Should traffic levels determine the level of ferry service above the minimum basic level, or should islanders have an entitlement to certain levels of service, irrespective of demand?
- (16) In what circumstances might buses advantageously be allowed into pedestrian precincts?"

Education as a subject plays an important role in the Region and as such the Regional Council has raised the following four issues:

- "(1) What balance should be given to the following in primary school provision?
 - (a) Provision of new schools in areas of expanding population.
 - (b) Replacement or major modernisation of sub-standard buildings.

- (c) Rationalisation of provision in areas experiencing decline in primary school population.
- (2) What balance should be given to the following in secondary school provision?
 - (a) Provision of new six-year comprehensive schools in areas of population shift and growth.
 - (b) Replacement of sub-standard buildings and unsuitable split accommodation particularly in the Lanark division.
 - (c) Rationalisation of provision in areas experiencing decline of secondary school population.
- (3) To what extent should community education provision be considered jointly with district councils?
- (4) Are the priorities for further education provision:-
 - (a) Colleges in North Ayrshire, Hamilton and East Kilbride?
 - (b) Student residential accommodation?"

The major questions asked or issues revealed by the Region pertaining to the provision of sewerage facilities are as follows:

- "(1) What priority should be given to schemes for the reduction of pollution in relation to schemes for development?
- (2) Should development be restricted to those areas where the Regional Council will incur the least

expenditure?"

In the crucial service of the distribution of the water supply throughout the Region the Survey Report has listed three key issues which are:

- "(1) To what extent have supplies to small communities to be developed?
- (2) To what extent can development be guided to those areas with adequate water supplies?
- (3) To what extent should the demands for the recreation use of reservoirs be met?"

In pursuit of providing adequate leisure and recreation within the Region the Council have presented five issues. They are:

- "(1) Given the importance of accessibility in relation to leisure and recreation provision: -
 - (a) Should priority be given to the expansion of existing facilities and development of new provision in the urban areas and on the urban "fringe" as opposed to more remote areas?
 - (b) What role could public transport play in promoting greater use of key facilities and resort areas?

- (2) Should priority be given to widening the range of sports and leisure facilities or expanding only those which experience most demand, e.g. swimming, golf and team sports?
- (3) What balance in provision should be made between the following possibilities:-
 - (a) Concentration on the development of major new cultural, sports, leisure or tourist complexes?
 - (b) Improvement of existing facilities?
 - (c) Provision of small-scale facilities at local level?
 - (d) Wider use of existing recreational facilities in schools and colleges?
 - (e) Further land clearance/rehabilitation schemes with the intention of providing recreation/tourist facilities?
- (4) What can be done to exploit the landscape, cultural heritage and man-made resources of Strathclyde in terms of their potential for outdoor recreation, interpretation and tourist attraction?
- (5) What contribution can private investment make towards provision of leisure and recreation facilities, e.g.

golf courses and marinas, and where could this be made?"

Shopping is another key subject category in which the Region has put forward seven particular issues which are:

- "(1) Given that population and employment in the Region are expected to continue to decline over the next decade, are completed and committed shopping proposals based on over-optimistic assumptions of future growth?
- (2) Given the amount of committed, agreed and proposed shopping floorspace throughout the Region, should consideration not be given to the regulation and phasing of these developments to ensure that the size of the shops and the timing of their introduction are consistent with existing shopping provision and are suited to the needs of the potential customers?
- (3) Should measures be introduced to influence the balance between Glasgow as the regional shopping centre and the emerging sub-regional centres such as East Kilbride and Paisley?
- (4) Should hypermarkets and discount stores be discouraged from out-of-town locations and encouraged to locate in existing centres as a means of maintaining the viability

of these centres?

- (5) Given the limited finance available for all services including roads, car parks and public transport, can the conditions obtained in out-of-town locations be achieved in existing centres?
- (6) Can accessibility to shopping facilities in both urban and rural areas be improved as a result of transportation policies?
- (7) In order to maintain an adequate range of retail outlets should low-rent units and retail markets be provided to meet the requirements of independent traders in redevelopment areas?"

In the quest for a better environment over the Region, the Survey Report has outlined five important issues. They are:

- "(1) Should treatment of dereliction be concentrated on unsightly land or on wider forms of dereliction?
- (2) What criteria should be used to establish locational priorities in a programme of environmental rehabilitation, i.e. in relation to industry, housing or roads, etc.?
- (3) Given the limited financial resources available to protect and enhance the Region's heritage, should

these resources be:

- (a) used to improve building and areas of outstanding quality only?
 - (b) restricted to areas where other Council objectives are being pursued, e.g. policies for recreation, and tourism?
 - (c) spread as widely as possible throughout the Region to make many, but only limited improvements possible?
- (4) Should stricter control of development be exercised on the edges of town and villages, with consequent effects elsewhere, in order to protect productive agricultural land?
- (5) How should residential, industrial and tourist developments be reconciled with the need for conservation of the Region's landscape and coastline?"

Within the new Development Plan system local planning in the Districts, the Regional Council delineated the following three issues:

- "(1) Given that most existing development plans within the Region are now substantially out of date, what areas or subjects should be considered for priority Local Plan preparation?
- (2) Is it necessary to concentrate available finance on a

few priority C.D.A.s or is it possible to proceed on a broad front?

- (3) Is there a need for further action areas within town centres and elsewhere and if so can they be implemented within the finance available?"

Lastly, the question of finance was presented by the Regional Council in the Survey Report as an important key issue due to the general shortage of funds in local government. The four main issues raised are as follows:

- "(1) Significant capital expenditure is necessary solely to maintain Strathclyde's plant networks and resources for Transportation, Education, Water and Sewerage and Leisure and Recreation, at their present level of use. When these needs have been met what level of capital expenditure can be made available to support new development, if stringent Government financial guidelines are to be adhered to?
- (2) To what extent will Central Government allow the Regional Council to determine priorities for expenditure and make any desirable transfers of capital expenditure from one budget sector to another?
- (3) What are the revenue implications of proposed new developments? Can both the necessary capital expenditure and the consequent revenue expenditure of

any given project be supported within Central
Government expenditure guidelines?

- (4) To what extent can any expenditure over and above the
financial guidelines be rate-borne?"

A P P E N D I X 'C'

A COPY OF STRATHCLYDE REGIONAL COUNCIL'S

STRATHCLYDE STRUCTURE PLAN 1977

SUMMARY OF CONSULTATIVE DRAFT

STRATHCLYDE STRUCTURE PLAN 1977

Summary

"Strategic Issues for Strathclyde"

1. The Report "Main Strategic Issues for Strathclyde" in summarising the Strategy Issues set out the following observations—

"Planning policy during the last three decades has concentrated on improving conditions within the Conurbation through a process of population and employment "overspill" to new towns, peripheral and suburban areas.

The greater part of the formal overspill programmes has been completed, and indefinite overspill would run counter to the means of implementing the strategy outlined above.

The amount of land reserved for District and New Town housing and industrial development programmes, and the supply of zoned land with and without planning consent for housing and industry, have the potential to prejudice the Regional Development Strategy. Within the context of the wider need to improve the social and economic environment of Strathclyde as a whole, the main issues of strategy are

The extent to which the attractiveness of the Conurbation can be improved and the continuing decentralisation of population and decline of employment curtailed.

The extent to which the social and economic problems of the remoter areas can be alleviated.

This can be achieved through action to influence, the quality and management of housing; the attractiveness and supply of land for housing and industry; transportation policies and programmes; environmental and amenity improvement programmes; the provision of infrastructure (i.e. schools, roads, sewers, etc.)

These matters will be dealt with in the Structure Plan in terms of draft Regional policies and suggestions to other agencies and interests."

The Durability of the Strategy

2. The Structure Plan strategy has been evolved against the background of a period of continuing population change and decline. Central to the strategy is the Regional Council's attitude to the possibility of influencing both the rate and direction of future change.

3. In current circumstances it is difficult to predict accurately the rate at which new policies will take effect and the extent to which such policies will alter established trends within the plan period to 1983. It is not considered that major determinants of future change, such as the performance of the national economy and the rate of migration within and from the Region can be usefully projected beyond a five year period. Although, therefore, the continuation of past trends even over a ten year period could lead to circumstances substantially different from those envisaged in the draft Structure Plan, it is not felt that these possibilities, however potentially damaging to the strategy, should alter its main direction.

4. For example, although on a trend basis Glasgow's population would fall from 856,000 in 1976 to 712,000 by 1983 as envisaged by the Registrar General, such an outcome discounts the beneficial impact of Regional policies adopted in the Regional Report and amplified in the draft Structure Plan. Even were migration from the city and the Region to continue unabated the necessity of increasing the number of jobs in the Region, and of tackling urban deprivation would remain and the validity of developing the existing economic base and labour market, making the best use of existing infrastructure and concentrating public resources in areas of need, would endure.

The Structure Plan Summarised

5. In choosing the main strategic issues for consideration in the Structure Plan the Council recognised the primary importance of policies and recommendations for housing and industrial development, transportation, and the improvement of the environment in influencing the attractiveness of the Region. The draft Structure Plan concentrates on these matters and the relationships between them.

People and Housing

6. Housing policy has been a major issue in the Clyde Valley for many years particularly since the post-war programme of clearance and redevelopment began in Glasgow. Compounded by the decline of the older industrial areas there has been a steady outflow of people and jobs from Glasgow to surrounding Districts and the New Town. People have also been leaving the Region altogether at an annual rate of 60-70,000 although this has been offset by an inflow of about 40,000. The Regional population could fall by 112,000 to 2,376,000 in 1983.

7. Within the plan period to 1983 these trends may produce a new situation in which there could be a surplus of houses in the public sector in Glasgow and the consequent opportunity to offer both existing and prospective tenants a greater choice of housing. Indeed new development in the City in both the private and public sectors could attract incomers to the Region on a significantly increased scale and thus begin to arrest what hitherto has seemed an inexorable decline.

8. The draft Structure Plan does not predict this outcome, but does recognise that unless planning powers are utilised to the full to assist its achievement, then the alternative will be a continued decline in the attractiveness of the Conurbation, the continued diversion of scarce public resources to support peripheral growth and development and an ever-increasing problem of urban decay and deprivation at the heart of the Region. There is therefore no option to the policy of the Regional Report in concentrating resources in the urban areas of greatest need. The housing strategy is concerned primarily with the land use and development consequences of this policy.

9. There exists in the suburban districts around the Conurbation a substantial housing land bank, much of which has planning permission for development, particularly for private housing. This supply reflects the growth aspirations built up during the post-war period, and fuelled by the seemingly unending outflow of people from the City. Much of this land will not now be required even on the most favourable assumptions, and the draft Structure Plan initiates its reduction to a realistic level. This is necessary if the uncertainty resulting from the over-zoning of housing land is to be removed, and a realistic framework provided for local planning by District Councils, the provision of services by the Regional Council and public agencies, and the programming of construction by builders and developers.

10. The choice of the most advantageous sites to remain zoned for future housing, involves such matters as the relative cost of providing services, the proximity to employment opportunities, the balance of public and private housing in the vicinity, the general attractiveness of the area and the legal position with regard to planning consents. An initial selection has been made of that land which appears to best meet these criteria and the prospective demand for housing in the prime housing market areas of the Clyde Valley and Ayr. There is no foreseeable overall demand for new housing in Argyll and Bute, other than for second homes.

11. This selection of land is based on the highest foreseeable demand in the public and private housing sectors and is therefore in excess of probable actual demand. This allows a margin of flexibility, which when taken together with the five year land supply of the draft Structure Plan should ensure that land shortages do not occur before the five biennial Structure Plan review.

STRATEGIC ISSUES AND OBJECTIVES

2. The highest level of demand for private housing envisaged in the Clyde Valley is 13,900 dwellings by 1983, and in Ayr 4,100 dwellings. This is equivalent to an annual average Regional rate of construction of 3,000 private houses a year, in comparison with the annual average of 4,300 houses a year for the 1970's. On the public side demand for a maximum of 6,400 dwellings is foreseen in the Clyde Valley and 1,900 dwellings in Ayr.

3. The demand for housing in Ayr has depended in the past on an inflow of people from the Conurbation both to work and to retire, and on an inflow of people from outwith the Region altogether. The level of these flows if they continue, will require monitoring as will any resultant demand for housing.

4. The role of the New Towns is of course affected by the Regional transport strategy and this has been recognised by the Secretary of State, who now intends that their growth should be employment led. Allowance has been made for an element of continued overspill to Cumbernauld, for the completion of East Kilbride, and for a substantial reduction in housing output in Irvine. Erskine new community will be completed during the plan period.

5. Within Glasgow a substantial change in housing emphasis is recommended with the transfer of a number of prospective housing sites from public to private development, and a major shift towards the improvement of existing public sector houses, rather than further new building. If programmed and proposed housing action in Glasgow realised then the population of the City might fall to between 804,000 and 812,000 in 1983 compared to the Regional Report estimate of 788,500 in 1981. This implies a reduction in net outflow of people from the City, which is capable of achievement given the effective adoption of the Regional housing strategy and its reflection in future housing plans.

6. The strategy relies crucially on two essentials:

-) Measures to sustain and improve the acceptability and suitability of the housing stock and environment in Glasgow;

-) Measures to curtail growth aspirations of peripheral Districts based on the expectation of a continued outflow of people from the City.

7. Specific and positive draft policies and suggestions are made in Chapter 5 People and Housing, for:

-) The development of land in accordance with the strategy;

-) Housing action by Districts and developers;

-) The rezoning of land not in accordance with the strategy.

Employment and Industry

8. Lack of employment prospects is one of the key reasons why people have been leaving the Region. If the Council's employment projections to 1983 come about, then net emigration could increase to a level of 25,000 people annually. The creation of more jobs is therefore essential if the attractiveness of the Region is to be improved.

9. Both the upper and lower employment projections indicate a prospective decline in most employment sectors by 1983.

10. Most Districts face a declining or static economic prospect, and some such as Cumnock and Doon face a particularly severe future, whilst Cunninghame and East Kilbride at the upper level may achieve substantial growth.

11. The Secretary of State, in his response to the Regional Report, emphasised the active role which the Scottish Development Agency can take in encouraging new investment in areas of high unemployment

but indicated that "the success of Government Regional policy must depend in large measure on the national economic situation." The Structure Plan can assist this process, by ensuring an adequate supply of land for industrial development, particularly in areas of greatest existing and prospective employment need.

22. On any analysis of current unemployment and employment prospects and of strategic planning policy the heart of the Conurbation stands out as the area of greatest need. There is little point, however, in ensuring an adequate supply of land if the Conurbation does not share with other more favoured areas in the Region the benefit of higher incentives in financial terms and in the way of life and housing choice they can offer.

23. Over time this imbalance must be redressed through:

- (a) A review of relative financial and other incentives for industrial development within Strathclyde;

- (b) Widening housing choice in the Conurbation;

- (c) Improvement of the quality of existing housing and environment in the Conurbation;

- (d) The clearance of dereliction.

These priorities are reflected in the Structure Plan draft policies and the suggestions to District Councils and Government agencies. In particular local authority financial and housing plans, and the SDA's budget will require to reflect these priorities if the Regional Report strategy is to succeed.

24. Even in a period of declining industrial employment the process of regeneration and change continues, giving rise to a local demand for new industrial land, and the movement of firms within the Region adds to this. There is little prospect of "mobile" industry coming to the Region on a significant scale.

These three components of demand could require about 1,700 acres of industrial land in the plan period.

25. Clearly it is desirable to encourage both firms moving within the Region and incoming firms to locate in the areas of greatest existing and prospective employment need. However, to supply industrial land solely on the assumption that this can be achieved would be unrealistic, and possibly result in a restriction of choice which could deter potential employers. In consequence consideration has been given to the aspirations of all Districts to meet the employment needs of their "economically active" population. This level of "aspirational" demand has been tempered by established patterns of commuting and journey-to-work within the Region.

26. Even on these optimistic assumptions the overall supply of industrial land far exceeds demand in the plan period. Even the supply of "prime" serviced or readily serviceable sites is more than adequate. There are, however, local imbalances within the Region.

27. The draft Structure Plan initiates the process of bringing the supply of industrial land into closer accord with probable and potential demand whilst allowing a reasonable degree of flexibility. Of the 8,900 acres of industrial land, 5,600 acres are proposed for review of zoning, leaving 2,700 acres of prime sites with an employment potential of 71,000. Additional land is required in eight of the 19 Districts in Strathclyde.

28. This general industrial land supply does not, however, meet the requirements of large industrial plants requiring major sites for their single use. The draft Structure Plan has identified a potential need for sites to accommodate steel manufacture, marine engineering, vehicle manufacture, petrochemicals and pharmaceuticals. Areas for investigation are suggested.

STRATEGIC ISSUES AND OBJECTIVES

Transportation

29. Transportation is a key element in the Regional economy in both the industrial conurbation and rural areas. The achievement of the aims of the Regional Report can be supported through a Managed Transportation Strategy giving emphasis to public transport, to developing the strategic road network for freight and business traffic, to providing necessary connections to preferred areas of development, and to utilising and improving the existing transportation system to enhance the environment, particularly in areas of deprivation.

30. There already exists an extensive rail and road network and public transport services which have been, and continue to be, improved. Major investment has mainly been in providing the M8/M74 motorway, the Clyde Tunnel and approaches and in the electrification of the suburban rail network. By 1980 this system will be completed with the opening of the complete Monkland Motorway, Clyderail and the Underground.

31. The Managed Strategy will attempt to attract and retain public transport patronage by further co-ordination and rationalisation of bus and rail services, an improved fares system and better accessibility and interchange. The existing suburban electrified rail services will be maintained but further investment for the electrification of existing diesel lines will require to merit priority within the total transport budget. Provision of additional bus services to areas of need will be considered and the public transport system will be rationalised in rural areas to better reflect local needs. Provision of roll-on/roll-off ferry facilities for islands will be continued.

32. Revenue support will continue to be required for public transport and increased for specific purposes, but its consequences must be carefully considered as the revenue budget could become the constraint on total transport expenditure.

33. A programme of road construction and traffic management will be considered in the Conurbation in accordance with the Managed Strategy. Improvement of inter-urban and regional road links to the national road network will be considered as will schemes which provide environmental relief to communities on strategic roads. The improvement of certain trunk roads is suggested to the Secretary of State.

34. The current interim policy of highway reservations in the Conurbation has been reviewed within the Managed Strategy.

35. Traffic management will be mainly concerned with diverting through traffic to the primary road system in the City and on to by-passes in certain towns; with accommodating freight and servicing traffic; with providing bus priority; and with enhancing the environment in district and town centres.

36. The extension of the current policy of parking restraint will be considered in Glasgow Central Area to restrict the increase of car commuting and to help contain the fall of patronage on public transport.

37. Further use of flexible working hours for employees in Glasgow Central Area is suggested.

Environmental Improvement

38. Derelict land exists on a substantial scale in Strathclyde, and the SDA has the powers and resources to reclaim and restore it to use or to remove its blighting effect. The draft Structure Plan takes a region-wide view of priorities for clearance, and makes programming suggestions to the SDA on the basis of site size and extent, visual impact, safety and potential after-use.

39. In addition to these major issues of strategy the draft Structure Plan indicates policies and suggestions for the protection of areas of

strategic environmental or resource value, the location and scale of strategic shopping and office floorspace, and priorities for Local Plan preparation.

Environmental Protection

40. Existing statutory designations for the protection of landscape, ecological or heritage resources no longer provide a satisfactory basis for the assessment of investment priorities or development control. The Region's environmental heritage and resources have been reappraised and new designations suggested for adoption. It is suggested that the relevant local authorities, Government agencies and bodies have regard to these in exercising their powers and functions. Development control policies with regard to mineral extraction and pollution control are also suggested.

41. The zoning of a green belt has long been accepted as an appropriate measure for the control of development around towns. The green belts of the previous County Councils have been reviewed and a more comprehensive and consistent zoning indicated which could form the basis for strategic development control, until such time as a local subject plan is completed in association with District Councils to give the required detailed zoning.

42. The boundary of the Green Belt could be extended to include the following:

- (a) The Kelvin Valley and Cumbernauld areas;
- (b) The Bearsden, Milngavie, Dumbarton and Balloch areas;
- (c) The Irvine, Kilmarnock, Saltcoats, Troon and Ayr areas;
- (d) The area between East Kilbride and Glasgow.

Shopping

43. The hierarchy of shopping centres in the Region which represent a substantial investment at the heart of established communities, has been subject to pressures resulting from changes in retailing methods and the distribution of population and expenditure. A number of new centres have been established in the New Towns and suburbs as a result of redevelopment. There is concern that pressures for change should not act to the disadvantage of any particular area or group, such as the less mobile, and through the use of planning powers, priority can be given to the consolidation and enhancement of:

- (a) Glasgow Central Area as the Regional centre;
- (b) The centres of Ayr, Paisley, Greenock, Hamilton, East Kilbride and Kilmarnock as sub-regional centres;
- (c) The 15 district centres which also offer extensive shopping facilities;
- (d) The 84 local centres with more limited shopping.

44. Proposals for "out of town" centres such as hypermarkets and discount stores would not be considered outwith the boundaries of the existing Regional or other appropriate centres within the Plan period.

Offices

45. The City of Glasgow District Council policy is to direct all major office development to the Central Area. This policy has been reviewed in view of its implications for employment and transportation in the Conurbation. It is considered that the alternative of decentralisation would not be justified in view of the existing floorspace available in the City, the importance of Glasgow's architectural heritage, Regional importance as a commercial centre, and the continuing major investment in public transport, particularly Clyderail and the Underground.

Development Plans

The draft Structure Plan concludes with draft policies and suggestions for local planning action to give effect to the strategy.

Population Projections

Many development agencies look to the draft Structure Plan to provide population guidelines below Region and District level, as a basis for forward planning and programming. In this first draft Structure Plan substantial flexibility is built into the housing land supply and this is not therefore directly related to the population guidelines. The guidelines are a best estimate from within ranges for 77 small areas, which in the main focus on the major towns or Districts in the Region. These are in Glasgow.

Rural Areas

Strathclyde has a larger rural population than the total population of the Highland Region. A third of the rural population lives in the towns of Oban, Lochgilphead, Campbeltown, Dunoon and Rothesay. Argyll, Girvan and Cumnock in Ayr, and in Lanark. Primary industries and tourism play a major role in sustaining the rural economy.

It is intended through the Transportation Policies and Programmes to maintain a public transport system linking the focal rural towns to the hinterland, and to continue to upgrade selected primary roads in support of the rural economy.

The attraction and development of employment in Argyll is, of course, a responsibility of the Highlands and Islands Development Board with which the Council co-ordinates its promotional activities.

The scenic resources of the coast and countryside are amongst the Region's most important assets and the draft environmental protection policies and suggestions seek to conserve these resources.

The "Scottish Tourism and Recreation Planning Study" is a joint project between the major Government agencies concerned with recreation, and local authorities. Policies and recommendations arising from the Study can be incorporated into the Structure Plan prior to its submission to the Secretary of State if they are of appropriate strategic importance. The Study is of importance to rural areas.

Monitoring

The draft policies and suggestions in the draft Structure Plan represent substantial departures from those of the existing Development Plans, and the demographic and economic assumptions upon which they are based. There remain many variables inherent in any projection of socio-economic conditions, and the speed with which policies can be implemented is particularly uncertain. There are, in addition, policy areas embraced by the plan which require further work and definition (Leisure and Recreation, Shopping and Transportation). Some of this work will be completed by Autumn 1977 and will be included in the final submission of the Structure Plan to the Secretary of State. Modification and refinement of the draft policies and suggestions may also come from changing circumstances, improved data and criteria, the implementation of suggestions and the Secretary of State's consideration of the Structure Plan.

Monitoring of the Plan is therefore essential, requiring a constant process of consultation, and review of the objectives, assumptions and

proposals in the strategy. This monitoring process will relate to the four components of change listed below.

- (a) **Socio-economic assumptions** upon which the definition of issues and success of policies will be evaluated include:
 - population size, movement, structure, distribution and living standards;
 - the performance of economic sectors and changing industrial technology, structure and mobility;
 - economic activity rates and the distribution of unemployment;
 - income levels and expenditure patterns;
 - patterns of car ownership and usage, public transport usage and relative levels of accessibility.
- (b) **Land development** monitoring will determine the scale and distribution of change and include:
 - housing completions, improvements and clearance.
 - industrial, warehouse, office and shopping site development, floorspace provision or clearance;
 - the quality of the environment and levels of dereliction;
 - infrastructure provision.
- (c) **Land provision** or rezoning through planning applications and local plans will be related to the projected needs for various land uses.
- (d) **Policy monitoring** is critical to the implementation of the strategy. The programmes of the agencies involved in the implementation of the strategy will provide one of the first indications of the rate at which they are being put into effect.

Draft General Policies and Recommendations

H1 DRAFT POLICY IT IS CONSIDERED THAT A PROPOSAL FOR DEVELOPMENT OF LAND WHICH IS NOT ZONED FOR RESIDENTIAL PURPOSES SHOULD NOT BE APPROVED UNLESS IT CAN BE DEMONSTRATED TO THE SATISFACTION OF THE COUNCIL THAT IT CONTRIBUTES TO AN IMPROVEMENT IN THE REGIONAL STRATEGY, OR IS ON A GAP/REDEVELOPMENT SITE WITHIN AN URBAN AREA WHICH DOES NOT CREATE INFRASTRUCTURE PROVISION PROBLEMS.

H2 DRAFT POLICY IT IS CONSIDERED THAT ANY APPLICATION FOR RESIDENTIAL DEVELOPMENT IN THOSE AREAS INDICATED ON THE KEY DIAGRAM SHOULD BE REFUSED.

H3 IT IS SUGGESTED TO DISTRICT COUNCILS THAT CONSIDERATION BE GIVEN TO THE RELEASE OF LAND FROM ITS CURRENT RESIDENTIAL ZONING WITHIN THE AREAS SHOWN ON THE KEY DIAGRAM TO THE EXTENT INDICATED ON SCHEDULE 1.

H4 DRAFT POLICY IT IS CONSIDERED THAT ANY APPLICATION FOR RESIDENTIAL DEVELOPMENT WITHIN THE AREAS INDICATED ON THE KEY DIAGRAM SHOULD BE GRANTED PROVIDED LOCAL PLANNING CONSIDERATIONS CAN BE MET.

H5 IT IS SUGGESTED TO DISTRICT COUNCILS THAT CONSIDERATION BE GIVEN TO THE ZONING OF LAND FOR RESIDENTIAL USE WITHIN THE AREAS SHOWN ON THE KEY DIAGRAM.

H6 IT IS SUGGESTED TO BOTH PUBLIC AND PRIVATE DEVELOPMENT AGENCIES THAT THE DEVELOPMENT FOR RESIDENTIAL USE OF THE AREAS INDICATED ON THE KEY DIAGRAM BE GIVEN PRIORITY.

H7 IT IS SUGGESTED TO THE SECRETARY OF STATE THAT:

(A) NEW TOWN DEVELOPMENT CORPORATION HOUSING PROGRAMMES BE REVIEWED ANNUALLY AND RELATED TO THE NET EMPLOYMENT PROSPECTS OF THE NEW TOWN AND OF THE SURROUNDING AREA TOGETHER WITH HOUSING AVAILABILITY IN THOSE AREAS; AND

(B) THE OVERSPILL AGREEMENTS BE TERMINATED BETWEEN THE CITY OF GLASGOW DISTRICT COUNCIL AND NEW TOWN DEVELOPMENT CORPORATIONS.

H8 IT IS SUGGESTED THAT NEW TOWN DEVELOPMENT CORPORATIONS LIAISE WITH APPROPRIATE DISTRICT COUNCILS TO ENSURE THAT CORPORATION HOUSES ARE NOT LET TO THOSE ALREADY OCCUPYING A SUITABLE AND ACCEPTABLE HOUSE WITHIN A REASONABLE TRAVELLING DISTANCE OF THE NEW TOWN. (THESE CRITERIA WILL REQUIRE DEFINITION IN EACH CASE DURING THE CONSULTATION PERIOD).

H9 CONFIRMATION IS SOUGHT FROM THE SECRETARY OF STATE THAT THE LEVEL OF HOUSE SALES BY DEVELOPMENT CORPORATIONS, COULD BE 2,150 IN EAST KILBRIDE AND 1,550 IN CUMBERNAULD.

H10 IT IS SUGGESTED TO THE SCOTTISH SPECIAL HOUSING ASSOCIATION THAT NO MORE THAN 2,250 PUBLIC SECTOR HOUSES ADDITIONAL TO COMMITMENTS MAY BE REQUIRED IN ERSKINE NEW COMMUNITIES AND THAT THE PROGRAMMING OF DEVELOPMENT SHOULD ENSURE AN EVEN FLOW OF HOUSING THROUGHOUT THE PLAN PERIOD.

H11 IT IS SUGGESTED TO THE SECRETARY OF STATE THAT HOUSING FINANCE GUIDELINES AND THE ALLOCATION OF FINANCE IN HOUSING PLANS BE BASED ON THE NEED TO MAINTAIN THE ACCEPTABILITY AND SUSTAINABILITY OF THE EXISTING HOUSING STOCK (SEE ALSO EIR 6 AND 7).

H12 IT IS SUGGESTED TO THE DISTRICT COUNCILS ARGYLL AND BUTE, DUMBARTON, GLASGOW, HAMILTON, INVERCLYDE, MONKLANDS, MOTHERWELL AND RENFREW THAT CONSIDERATION BE GIVEN TO INCREASING AND ACCELERATING MODERNISATION AND IMPROVEMENT PROGRAMMES FOR THE OLD PUBLIC SECTOR HOUSING AREAS WHEREVER POSSIBLE (SEE ALSO EIR 5).

H13 IT IS SUGGESTED TO THOSE DISTRICT COUNCILS WITH AREAS OF PREDOMINANTLY PUBLIC SECTOR HOUSING THAT FURTHER POTENTIAL PRIVATE HOUSING SITES BE INVESTIGATED DURING THE CONSULTATION PERIOD AND CONSIDERATION GIVEN TO THE TRANSFER OF PUBLIC SECTOR SITES TO THE PRIVATE SECTOR.

H14 IT IS SUGGESTED TO DISTRICT COUNCILS THAT CONSIDERATION BE GIVEN TO THE PROVISION OF SITES FOR THE DEVELOPMENT OF INDIVIDUAL PRIVATE HOUSES IN AREAS WHICH ACCORD WITH H6 AND H16.

H15 IT IS SUGGESTED TO DISTRICT COUNCILS THAT CONSIDERATION BE GIVEN TO THE REVIEW OF HOUSING LETTING REGULATIONS TO ENSURE THAT INCOME TO THE REGION OBTAIN GREATER ACCESSIBILITY TO LOCAL AUTHORITY HOUSING.

H16 IT IS SUGGESTED TO DISTRICT COUNCILS THAT PRIORITY GENERALLY BE GIVEN TO THE DEVELOPMENT OF GAP/REDEVELOPMENT SITES, RATHER THAN PERIPHERAL SITES.

H17 DRAFT POLICY IT IS CONSIDERED THAT PROPOSALS FOR THE CONSTRUCTION OF HOUSING TO MEET SPECIAL NEEDS BY DISTRICT COUNCILS AND HOUSING ASSOCIATIONS WILL GENERALLY BE ACCEPTABLE EVEN IN THOSE DISTRICTS WITH AN APPARENT LACK OF DEMAND FOR "GENERAL NEEDS" PUBLIC SECTOR HOUSING.

H18 IT IS SUGGESTED TO APPROPRIATE DISTRICT COUNCILS THAT IN RURAL AREAS ANY "GENERAL NEEDS" PUBLIC SECTOR OR PRIVATE SECTOR HOUSING SHOULD BE APPROVED ONLY IF THERE IS A PROVEN SPECIFIC LOCAL NEED. ANY SUCH NEED SHOULD BE RELATED TO EXISTING SETTLEMENTS EXCEPT WHERE IT CAN BE SHOWN TO BE NECESSARY FOR THE FURTHERANCE OF AGRICULTURE, FORESTRY, TOURISM, HAVING REGARD TO LANDSCAPE POLICY (SEE EP2 AND EP3). IT IS SUGGESTED THAT THE RURAL

AREA POLICY OF LANARK DISTRICT BE REVIEWED IN RESPONSE TO THIS APPROACH, DURING THE CONSULTATION PERIOD.

IT IS SUGGESTED TO THE DISTRICT COUNCILS OF ARGYLL AND BUTE, DUMBARTON AND KYLE AND CARRICK THAT CONSIDERATION BE GIVEN TO THE REVIEW OF DEVELOPMENT CONTROL POLICIES RELATING TO HOLIDAY ACCOMMODATION TO ENSURE THAT SUCH DEVELOPMENTS DO NOT BECOME PERMANENTLY OCCUPIED.

Draft Policies and Recommendations for Districts

Glasgow

IT IS SUGGESTED THAT CONSIDERATION BE GIVEN TO THE DEVELOPMENT OF THE INNER CITY HOUSING SITES WITHIN THE CURRENT GLASGOW DISTRICT COUNCIL BUILDING PROGRAMME AS A MATTER OF PRIORITY, FOR PRIVATE OR PUBLIC SECTOR RESIDENTIAL USE.

IT IS SUGGESTED TO GLASGOW DISTRICT COUNCIL THAT CONSIDERATION BE GIVEN TO THE TRANSFER OF THE SITES IDENTIFIED ON SCHEDULE 1 TO PRIVATE DEVELOPERS AND/OR HOUSING ASSOCIATIONS SUBJECT TO MARKETING FEASIBILITY.

IT IS SUGGESTED THAT THE SCOTTISH SPECIAL HOUSING ASSOCIATION CONSIDER AIMING FOR MAXIMUM OWNER-OCCUPATION ON THEIR ALLOCATED SITES WITHIN GLASGOW DISTRICT.

IT IS SUGGESTED TO THE CITY OF GLASGOW DISTRICT COUNCIL THAT CONSIDERATION BE GIVEN TO THE CONVERSION OF EXISTING DWELLINGS TO HELP ALLEVIATE THE SHORTAGE OF LARGER HOUSES AND SPECIALISED HOUSING.

IT IS SUGGESTED TO THE CITY OF GLASGOW DISTRICT COUNCIL THAT CONSIDERATION BE GIVEN TO THE SELECTED USE OR CLEARANCE OF HOUSES TO MAKE GOOD DEFICIENCIES IN SOCIAL, RECREATIONAL AND COMMERCIAL FACILITIES.

IT IS SUGGESTED TO THE CITY OF GLASGOW DISTRICT COUNCIL, THE SCOTTISH SPECIAL HOUSING ASSOCIATION AND THE HOUSING CORPORATION THAT THE FEASIBILITY OF COMPLETING THE MODERNISATION AND ENVIRONMENTAL REVITALISATION PROGRAMMES SHOWN ON THE KEY DIAGRAM WITHIN THE PERIOD TO 1988 BE INVESTIGATED (SEE ALSO H12 and E15).

IT IS SUGGESTED THAT CONTINUED SUPPORT BE GIVEN FOR THE CITY OF GLASGOW DISTRICT COUNCIL, SCOTTISH SPECIAL HOUSING ASSOCIATION AND HOUSING CORPORATION TREATMENT PROGRAMMES FOR PRE-1919 TENEMENT PROPERTY.

IT IS SUGGESTED TO THE CITY OF GLASGOW DISTRICT COUNCIL THAT CONSIDERATION BE GIVEN TO THE REDUCTION OF DENSITIES IN NEW DEVELOPMENT TO MAKE GOOD SHORTAGES OF HOUSES AT GROUND LEVEL.

Cumbernauld and Kilsyth

H28 IT IS SUGGESTED TO THE SECRETARY OF STATE AND CUMBERNAULD DEVELOPMENT CORPORATION THAT NOT MORE THAN 1,700 DEVELOPMENT CORPORATION HOUSES MAY BE REQUIRED (ADDITIONAL TO THE 830 ALREADY COMMITTED) WITHIN THE PLAN PERIOD.

East Kilbride

H29 IT IS SUGGESTED TO THE SECRETARY OF STATE THAT THE 82,500 "TARGET POPULATION" FOR EAST KILBRIDE NEW TOWN SHOULD BE WITHDRAWN AS THIS IS NOW CLEARLY UNREALISTIC IN STRATEGIC AND DEMOGRAPHIC TERMS.

H30 IT IS SUGGESTED TO THE SECRETARY OF STATE, EAST KILBRIDE DEVELOPMENT CORPORATION AND EAST KILBRIDE DISTRICT COUNCIL THAT NOT MORE THAN 245 DEVELOPMENT CORPORATION HOUSES MAY BE REQUIRED IN ADDITION TO THE 175 HOUSES ALREADY ALLOCATED AT WHITEHILLS.

Cunninghame District

H31 IT IS SUGGESTED TO THE SECRETARY OF STATE AND IRVINE DEVELOPMENT CORPORATION THAT NOT MORE THAN 880 DEVELOPMENT CORPORATION HOUSES MAY BE REQUIRED (ADDITIONAL TO THE 1,400 ALREADY COMMITTED) AS PART OF ANY EMPLOYMENT-LED PROGRAMME WITHIN THE PLAN PERIOD.

Draft General Policies and Recommendations

E1 DRAFT POLICY IT IS CONSIDERED THAT THE PRIME SITES INDICATED ON THE KEY DIAGRAM AND IN SCHEDULE 1 SHOULD CONSTITUTE THE GENERAL INDUSTRIAL LAND SUPPLY.

E2 DRAFT POLICY IT IS CONSIDERED THAT NO APPLICATION FOR INDUSTRIAL DEVELOPMENT ON LAND OUT- WITH THE GENERAL INDUSTRIAL LAND SUPPLY SHOULD BE APPROVED UNLESS IT CAN BE DEMONSTRATED TO THE SATISFACTION OF THE COUNCIL THAT THE PROPOSAL IS NECESSARY TO THE CREATION OF NEW EMPLOYMENT OR THE MAINTENANCE OF EXISTING EMPLOYMENT AND THAT IN CONSEQUENCE CONSIDERATION HAS BEEN GIVEN TO THE REDUCTION OF THE DISTRICT GENERAL INDUSTRIAL LAND SUPPLY BY APPROPRIATE REZONING.

E3 IT IS SUGGESTED TO DISTRICT COUNCILS THAT UNDEVELOPED LAND WHICH IS AT PRESENT ZONED FOR INDUSTRIAL USE BUT WHICH DOES NOT FORM PART OF EITHER THE GENERAL INDUSTRIAL LAND SUPPLY OR THE SUPPLY OF MAJOR INDUSTRIAL SITES BE RELEASED FROM ITS CURRENT INDUSTRIAL ZONING WITHIN THE AREAS SHOWN ON THE KEY DIAGRAM AND TO THE EXTENT SHOWN ON SCHEDULE 1 UNLESS IT CAN BE DEMONSTRATED TO THE SATISFACTION OF THE COUNCIL THAT SUCH REZONING MIGHT BE PREJUDICIAL TO THE CREATION OF NEW EMPLOYMENT OR THE MAINTENANCE OF EXISTING EMPLOYMENT.

E4 DRAFT POLICY NOTWITHSTANDING E2 CONSIDERATION WILL BE GIVEN TO PROPOSALS TO PROVIDE PRIME SITES ADDITIONAL TO THE EXISTING INDUSTRIAL LAND SUPPLY WITHIN THE DISTRICTS OF

ARGYLL & BUTE	HAMILTON
CLYDEBANK	LANARK
INVERCLYDE	CUMNOCK & DOON
STRATHKELVIN	VALLEY
MONKLANDS	

E5 IT IS SUGGESTED TO DISTRICT COUNCILS, NEW TOWN DEVELOPMENT CORPORATIONS AND THE SCOTTISH DEVELOPMENT AGENCY THAT PRIORITY BE GIVEN TO THE CONSTRUCTION OF ADVANCE FACTORIES ONLY UPON SITES WHICH FORM PART OF THE GENERAL INDUSTRIAL LAND SUPPLY, AS INDICATED ON THE KEY DIAGRAM AND SCHEDULE 1.

E6 IT IS SUGGESTED TO THE COUNCILS OF DISTRICTS IDENTIFIED IN E4 THAT IF NECESSARY THEY GIVE CONSIDERATION TO THE IDENTIFICATION OF POTENTIAL PRIME SITES TO ADD TO THE GENERAL INDUSTRIAL LAND SUPPLY DURING THE CONSULTATION PERIOD.

E7 IT IS SUGGESTED TO THE SCOTTISH DEVELOPMENT AGENCY THAT, IF SO REQUESTED, IT PARTICIPATE IN THE ACQUISITION OF LAND AND PROVISION OF SERVICES (BOTH EXTERNAL AND INTERNAL) TO ASSIST THE PROCESS OF ADDING TO THE GENERAL INDUSTRIAL LAND SUPPLY WITHIN THE DISTRICTS IDENTIFIED IN E4.

E8 DRAFT POLICY IT IS CONSIDERED THAT NO APPLICATION FOR PLANNING PERMISSION FOR ANY DEVELOPMENT NEAR EXISTING HAZARDOUS INDUSTRY (TO BE SPECIFIED) SHOULD BE APPROVED WITHOUT CONSULTATION WITH THE COUNCIL.

E9 IT IS SUGGESTED TO THE SCOTTISH DEVELOPMENT AGENCY, AND TO THE DISTRICT COUNCILS OF THE CITY OF GLASGOW, CLYDEBANK, MOTHERWELL, MONKLANDS AND INVERCLYDE THAT THEY LIAISE WITH THE REGIONAL COUNCIL DURING THE CONSULTATION PERIOD WITH A VIEW TO PRESENTING TO THE SECRETARY OF STATE FOR SCOTLAND PROPOSALS FOR ACHIEVING A SYSTEM OF REGIONAL INCENTIVES WHICH SEEK TO ENCOURAGE THE CREATION AND MAINTENANCE OF EMPLOYMENT IN, AND ATTRACTION OF INDUSTRY TO, THE INNER CONURBATED AND MONKLANDS EMPLOYMENT SUB-DIVISIONS, AND THE MOTHERWELL, WISHAW, BELLSHILL AND GREEK CREEK EMPLOYMENT EXCHANGES.

E10 DRAFT POLICY CONSIDERATION WILL BE GIVEN, DURING THE CONSULTATION PERIOD, TO THE ESTABLISHMENT OF A POTENTIAL MAJOR INDUSTRIAL SITE FOR THE DEVELOPMENT OF BASIC PETROCHEMICALS PLANT, WITH A VIEW TO ITS POSSIBLE DESIGNATION IN THE STRUCTURE PLAN. CONSIDERATION WILL BE GIVEN TO THE AREA OF GLEN FRUIN AS A POTENTIAL LOCATION.

E11 DRAFT POLICY CONSIDERATION WILL BE GIVEN TO THE AREA OF IRVINE (WARRIX) AS A POTENTIAL LOCATION OF A MAJOR INDUSTRIAL SITE FOR PHARMACEUTICALS PROCESSING.

E12 DRAFT POLICY CONSIDERATION WILL BE GIVEN TO THE AREA OF SOUTH HUNTERSTON AS A POTENTIAL LOCATION FOR INDUSTRY ASSOCIATED WITH METAL MANUFACTURE AND COASTAL SITING E.G. THE CONSTRUCTION OF MARINE STRUCTURES AND VESSELS.

E13 DRAFT POLICY CONSIDERATION WILL BE GIVEN TO THE AREA OF NORTH HUNTERSTON AS THE CONTINUING LOCATION FOR A MAJOR INDUSTRIAL SITE FOR METAL MANUFACTURE.

E14 DRAFT POLICY CONSIDERATION WILL BE GIVEN TO THE AREA OF NEWHOUSE (WEST) AS A POTENTIAL LOCATION FOR A MAJOR INDUSTRIAL SITE.

E15 IT IS SUGGESTED TO THE SCOTTISH DEVELOPMENT AGENCY THAT IT CONSIDER THE LAND IN ITS OWNERSHIP AT CANDERSIDE AS A LONG TERM RESERVE FOR THE MAJOR INDUSTRIAL SITE AT NEWHOUSE.

E16 IT IS SUGGESTED TO THE SCOTTISH DEVELOPMENT AGENCY THAT, IF SO REQUESTED, IT PARTICIPATE IN THE PROVISION OF SERVICES TO ASSIST THE COUNCIL IN THE DEVELOPMENT OF MAJOR INDUSTRIAL SITES.

E17 DRAFT POLICY THE REQUIREMENT FOR MAJOR INDUSTRIAL SITES PRESENTLY ZONED AT LONGHAUGH AND BLOAK MOSS WILL BE RECONSIDERED DURING THE CONSULTATION PERIOD.

IT IS SUGGESTED TO APPROPRIATE DISTRICT COUNCILS THAT THEY LIAISE WITH THE REGIONAL COUNCIL DURING THE CONSULTATION PERIOD TO IDENTIFY LARGE SITES FOR THE DEVELOPMENT OF WHISKY BONDS.

IT IS SUGGESTED TO THE SCOTTISH DEVELOPMENT AGENCY THAT IT SHOULD REVIEW, DURING THE CONSULTATION PERIOD, THE FEASIBILITY OF THE DEVELOPMENT OF THE NORTH-EAST PART OF THE CAMBUSLANG RECOVERY AREA.

IT IS SUGGESTED TO THE CITY OF GLASGOW DISTRICT COUNCIL THAT CONSIDERATION BE GIVEN TO THE DISTRIBUTION OF PRIME SITES WITHIN THE DISTRICT AND THAT APPROPRIATE MODIFICATIONS TO THE GENERAL INDUSTRIAL LAND SUPPLY BE IDENTIFIED DURING THE CONSULTATION PERIOD.

IT IS SUGGESTED TO THE CLYDE PORT AUTHORITY THAT IT ESTABLISH, DURING THE CONSULTATION PERIOD, WHETHER OR NOT INDUSTRIAL DEVELOPMENT IS PROBABLE AT KINGS INCH/SHIELDHALL.

IT IS SUGGESTED TO IRVINE DEVELOPMENT CORPORATION THAT IT DETERMINE THE VALIDITY OF A MAJOR INDUSTRIAL SITE IN THE IRVINE (WARRIX) AREA AS A LOCATION FOR A NEW PHARMACEUTICAL INDUSTRY.

IT IS SUGGESTED TO CUNNINGHAME DISTRICT COUNCIL, THE BRITISH STEEL CORPORATION AND THE SCOTTISH DEVELOPMENT AGENCY THAT THEY CO-OPERATE WITH THE REGIONAL COUNCIL IN THE INVESTIGATION OF THE VALUE OF A GLENGARNOCK RECOVERY AREA AS A LONG TERM STRATEGIC PROJECT.

AFT
LICY
CONSIDERATION WILL BE GIVEN TO THE PREPARATION OF A PRIORITY COMPREHENSIVE LOCAL PLAN FOR THE HUNTERSTON PENINSULA.

(THIS SECTION OF THE EXTRACT INCLUDES FOR REFERENCE ALL DRAFT STRATEGIC TRANSPORTATION POLICIES AND RECOMMENDATIONS. THOSE FOR CONSIDERATION IN THE TPP ARE PRINTED IN LOWER CASE).

Draft General Policies and Recommendations

Public Transport

- TP1 It is considered that a managed transport strategy should be implemented to attract and retain public transport patronage by (a) seeking to co-ordinate and rationalise PTE, SBG and BR services, (b) the provision of additional park and ride facilities and bus-rail and bus-bus interchange, (c) implementing an improved fares system to encourage patronage, and (d) seeking to co-ordinate and rationalise rail and bus services on inter-urban routes for better accessibility and interchange.
- TP2 It is considered that the suburban electrified rail lines should be maintained and their greater use encouraged.
- TP3 It is considered that inherited rail reservations should be discontinued except where specific retention can be justified.
- TP4 It is considered that the electrification of existing diesel lines should only be supported when their required capital investment and revenue consequences have priority within the total transport budget.
- TP5 The electrification of the railway lines shown on the key diagram and listed in Schedule 2 will be decided after completion of current detailed studies.
- TP6 Consideration will be given to the further provision of peak and off-peak bus services to the 45 areas of need (as already identified by the Council).
- TP7 Consideration will be given to the rationalisation of public transport in rural areas to better reflect local needs.
- TP8 It is considered that revenue support for public transport should be continued and increased for specific purposes as necessary to implement the managed strategy.
- TP9 It is suggested to the Secretary of State that his support for suburban rail services and ferry services be continued.

Roads

- TP10 **CONSIDERATION FOR COMMITMENT WILL BE GIVEN TO A PROGRAMME OF ROAD CONSTRUCTION IN THE CONURBATION IN ACCORDANCE WITH THE MANAGED STRATEGY (AS SHOWN ON THE KEY DIAGRAM AND LISTED IN SCHEDULE 2) AND TO THE IMPLEMENTATION OF A MAJOR TRAFFIC MANAGEMENT PROGRAMME INCLUDING BUS PRIORITY MEASURES WHERE JUSTIFIED.**

Note

Of the 17 major schemes previously retained for consideration in the Structure Plan

- A. Consideration for commitment will be given to:
1. Carmunnock By-Pass (formerly Carmunnock Expressway)
 2. Clydeside Expressway (Clydebank)
 3. Dumbreck Road Connection
 4. East Kilbride Expressway (Completion)

5. Monkland Motorway (Completion)
6. Springburn Expressway (Stage 1 only)
7. Townhead Interchange (Completion)
8. Blochairn Link Road
9. Cathkin Relief Road
10. Crow Road Expressway
11. Delvin Road/Manse Brae improvement (formerly Clarkston Expressway)

*12. East Flank Inner Ring Road

*13. Hamilton Road Route (formerly Hamilton Motorway)

14. Johnstone By-Pass

*Alternatives for these schemes are being further considered in (c) below.

B. Deletion as major schemes will be considered for:

15. Aikenhead Expressway

16. Pollokshaws Road—Shawlands

17. Stirling Motorway

C. The following alternatives will be further considered in place of the original proposals for the East Flank Inner Ring Road and Hamilton Motorway:

1. Provision for completing an Inner Ring Road in the Central Area

either

by reserving a reduced scale East Flank and South Flank the Inner Ring Road connecting to Hamilton Road or reservation

or

by implementing an improved surface street system, to double carriageway capacity, to replace the East Flank and the South Flank connected to London Road or Hamilton Road Route

2. A major east-west route parallel and close to the River Clyde approximately half of which would be trunk road

NOTE:—

The Council decided in September 1977 that the Hamilton Road Route be constructed within the existing reservation for the Hamilton Motorway

either

by improving London Road/Gallowgate from Mount Vernon to the Central Area.

or

by making provision for the Hamilton Road Route within the existing reservation.

- TP11 **CONSIDERATION WILL BE GIVEN TO THE IMPROVEMENT OF INTER-URBAN AND REGIONAL ROAD LINKS TO THE NATIONAL NETWORK (AS SHOWN ON THE KEY DIAGRAM AND LISTED IN SCHEDULE 2).**

- TP12 **CONSIDERATION FOR COMMITMENT WILL BE GIVEN TO SCHEMES TO PROVIDE ENVIRONMENTAL RELIEF TO COMMUNITIES ON STRATEGIC ROADS AS SHOWN ON THE KEY DIAGRAM**

- TP13 It is suggested to the Secretary of State that consideration be given to the co-ordination of the Trunk Roads Programme with the Council's Inter-urban and Regional Roads Programme towards fulfilment of the Council's transport strategy. The Council supports the improvement of trunk roads shown on the key diagram and listed in Schedule 2.

Specific Draft Policies and Recommendations within Districts

Glasgow District

14 **IT IS CONSIDERED THAT THE EXISTING RESER-**
AFT **VATION FOR THE FORMER PARKHEAD RAIL**
LICY **LINE SHOULD BE RETAINED.**

5 Consideration will be given to the rationalisation of the public transport system in the Central Area to take account of Clyderail and Underground services.

6 **IT IS CONSIDERED THAT A HIGHWAY RESERVA-**
AFT **TION SHOULD BE MADE FOR AN AYR ROAD**
LICY **ROUTE FROM DUMBRECK ROAD CONNECTION**
TO SOUTH OF NITSHILL ROAD IN GLASGOW
DISTRICT.

7 IT IS SUGGESTED TO THE SECRETARY OF STATE THAT CONSIDERATION BE GIVEN TO THE EXTENSION OF A HIGHWAY RESERVATION FOR AN AYR ROAD ROUTE FROM NITSHILL ROAD TO THE A77 AT MALLETSHEUGH, AS PART OF HIS TRUNK ROAD PROPOSALS.

8 It is considered that the following approach to traffic restraint should be adopted in Glasgow Central Area:

1. Extension of the current policy of parking restraint for private commuter traffic;

2. Restriction of the total number of parking spaces to around the present 14,000;

3. Pricing of parking spaces in the Central Area to discourage commuters and to encourage, where feasible, the use of flexible working hours for reducing the peak loading of the road network.

9 It is suggested to public authorities, commerce and industry that consideration be given to the introduction of flexible working hours for employees in the Central Area of Glasgow.

10 **IT IS CONSIDERED THAT THE FOLLOWING**
AFT **APPROACH TOWARDS PARKING PROVISION**
LICY **SHOULD BE ADOPTED IN GLASGOW CENTRAL**
AREA:

1. **CONTINUATION OF A DEVELOPMENT CON-**
TROL POLICY TO DISCOURAGE ADDITIONAL
PRIVATE NON-RESIDENTIAL PARKING IN
THE CENTRAL AREA.

2. **PROVISION OF FUTURE PERMANENT PARK-**
ING SPACES TO REPLACE TEMPORARY OR
UNCONTROLLED SPACES IN THE CENTRAL
AREA, WHEN JUSTIFIED FOR SHORT-STAY
NEEDS, PARTICULARLY SHOPPING.

3. **NO ADDITIONAL PROVISION OF PERMAN-**
ENT PARKING SPACES FOR WEEKEND OR
PEAK SHOPPING DEMANDS IN THE CEN-
TRAL AREA.

Islip District

It is considered that the provision of roll-on/roll off ferry facilities for Islands should be continued.

ENVIRONMENTAL IMPROVEMENT

Draft Policies and Recommendations

Derelict Land

- E11 IT IS SUGGESTED TO THE SCOTTISH DEVELOPMENT AGENCY AND ITS AGENT AUTHORITIES THAT THEY:
- (a) ACCEPT THE DERELICT LAND IDENTIFIED ON THE KEY DIAGRAM AND SCHEDULE 3 FOR PRIORITY RECLAMATION;
 - (b) INDICATE DURING THE CONSULTATION PERIOD, THE EXTENT TO WHICH THESE PRIORITY SITES COULD BE RECLAIMED IN THE PERIOD TO 1983 AND THEREAFTER TO 1988.
- E12 IT IS SUGGESTED THAT AS A MATTER OF URGENCY PUBLIC BODIES UTILISE THE POWERS AVAILABLE THROUGH THE SCOTTISH DEVELOPMENT AGENCY ACT 1975 TO ENSURE THAT THE DERELICT LAND UNDER THEIR CONTROL/OWNERSHIP IDENTIFIED ON THE KEY DIAGRAM AND SCHEDULE 3 IS RECLAIMED BY THEMSELVES OR RELEASED TO OTHER AGENTS OF THE SCOTTISH DEVELOPMENT AGENCY FOR RECLAMATION.
- E13 IT IS SUGGESTED THAT DISTRICT COUNCILS ATTACH SUITABLE CONDITIONS WHEN GRANTING PLANNING PERMISSIONS, IN PARTICULAR FOR INDUSTRIAL DEVELOPMENT AND MINERAL EXTRACTION, TO ENSURE THAT FUTURE DERELICTION IS NOT CREATED.
- E14 IT IS SUGGESTED THAT DISTRICT COUNCILS AND PUBLIC BODIES, WHEREVER POSSIBLE, ENCOURAGE OR CARRY OUT DEVELOPMENT ON DERELICT LAND IN PREFERENCE TO UNDEVELOPED LAND.

Housing Environment

- E15 IT IS SUGGESTED TO DISTRICT COUNCILS THAT CONSIDERATION BE GIVEN, DURING THE CONSULTATION PERIOD, TO:
- (a) THE HOUSING AREAS IDENTIFIED ON THE KEY DIAGRAM AND SCHEDULE 4 FOR THE PRIORITIES OF ENVIRONMENTAL IMPROVEMENT;
 - (b) THE EXTENT TO WHICH THESE PRIORITY SITES COULD BE IMPROVED IN THE PERIOD TO 1983 AND THEREAFTER TO 1988.
- E16 IT IS SUGGESTED TO THE SECRETARY OF STATE THAT THE PRIORITIES INDICATED ON THE KEY DIAGRAM BE OBSERVED AND IMPLEMENTED BY ALL APPROPRIATE AGENCIES THROUGH HOUSING PLANS.
- E17 IT IS SUGGESTED TO DISTRICT COUNCILS THAT CONSIDERATION BE GIVEN TO THE PRIORITIES INDICATED ON THE KEY DIAGRAM WHEN PREPARING HOUSING PLANS.

Draft Policies and Recommendations

Landscape

1 THE LANDSCAPE CLASSIFICATIONS SHOWN ON THE KEY DIAGRAM WILL BE CONSIDERED FOR ADOPTION AS A BASIS FOR DEVELOPMENT CONTROL.

2 THE CO-OPERATION OF DISTRICT COUNCILS, THE COUNTRYSIDE COMMISSION FOR SCOTLAND AND OTHER APPROPRIATE AGENCIES IS SOUGHT IN DEFINING THE AREAS SHOWN ON THE KEY DIAGRAM MORE CLOSELY. IT IS SUGGESTED THAT:

- (a) LANDSCAPE RESOURCES OF A UK OR INTERNATIONAL SCALE OF IMPORTANCE ARE PROTECTED BY AN AREA OF SPECIAL PLANNING CONTROL (ASPC).
- (b) LANDSCAPES OF A NATIONAL OR REGIONAL SCALE OF IMPORTANCE ARE PROTECTED BY AN AREA OF GREAT LANDSCAPE VALUE DESIGNATION (AGLV).
- (c) LANDSCAPES OF A LOCAL SCALE OF IMPORTANCE BE MADE THE SUBJECT OF ADDITIONAL PLANNING CONTROL THROUGH ARTICLE 4 DIRECTIONS UNDER THE TOWN AND COUNTRY PLANNING (GENERAL DEVELOPMENT) (SCOTLAND) ORDER 1975.

3 IT IS SUGGESTED THAT DISTRICT COUNCILS HAVE REGARD TO SCHEDULE 5 IN EXERCISING THEIR DEVELOPMENT CONTROL FUNCTIONS AND THAT DEPARTURES ONLY BE CONSIDERED WHERE STRATEGIC INTERESTS ARE INVOLVED.

4 IT IS CONSIDERED THAT THE PROPOSAL IN THE LOTHIAN REGIONAL REPORT, THAT AFFORESTATION SHOULD BE ENCOURAGED ON THE UPLAND MOORLAND PLATEAU OF CENTRAL SCOTLAND, SHOULD BE SUPPORTED. THE COLLABORATION OF THE RELEVANT DISTRICT COUNCILS, THE SCOTTISH DEVELOPMENT AGENCY AND THE FORESTRY COMMISSION IS SOUGHT IN PREPARING DETAILED PROPOSALS.

Ecology

5 THE TRACTS OF GREATEST ECOLOGICAL SIGNIFICANCE SHOWN ON THE KEY DIAGRAM WILL BE CONSIDERED FOR ADOPTION AS A BASIS FOR DEVELOPMENT CONTROL.

IT IS SUGGESTED THAT DISTRICT COUNCILS HAVE REGARD TO THE KEY DIAGRAM IN CONSIDERING APPLICATIONS FOR DEVELOPMENT WHICH COULD HAVE ADVERSE ECOLOGICAL EFFECTS.

Heritage

6 IN CONSIDERING APPLICATIONS FOR FINANCIAL AID PRIORITY WILL BE GIVEN TO HISTORIC BUILDINGS OF NATIONAL AND REGIONAL RATHER THAN LOCAL IMPORTANCE.

(IN THIS RESPECT NATIONAL AND REGIONAL IMPORTANCE IS ANY CATEGORY "A" LISTED BUILDING OR ANY CATEGORY "B" LISTED BUILDING LYING IN A CONSERVATION AREA RECOGNISED AS OUTSTANDING BY THE HISTORIC BUILDING COUNCIL).

EP8 DRAFT POLICY IN SELECTING PROJECTS FOR FINANCIAL AID FROM THE CATEGORIES IN EP7, SCHEMES WHICH HAVE A SIGNIFICANT EFFECT UPON THE QUALITY OF THE ENVIRONMENT, PARTICULARLY OF URBAN AND VILLAGE CENTRES, AND SCHEMES WHICH HELP IN THE PROMOTION AND EXPANSION OF TOURISM AND THE PROVISION OF COMMUNITY FACILITIES, WILL BE FAVOURED.

EP9 DRAFT POLICY DURING THE CONSULTATION PERIOD THE CO-OPERATION OF DISTRICT COUNCILS, THE HISTORIC BUILDINGS COUNCIL, THE SCOTTISH TOURIST BOARD AND THE TOURIST INDUSTRY WILL BE SOUGHT IN DEVISING INCENTIVES TO SUPPORT THE USE OF HISTORIC OR ARCHITECTURALLY SIGNIFICANT BUILDINGS, INCLUDING THE RELAXATION OF PLANNING AND BUILDING CONTROLS FOR SUITABLE USES.

EP10 IT IS SUGGESTED THAT DISTRICT COUNCILS GIVE CONSIDERATION TO THE PREPARATION OF ENHANCEMENT POLICIES FOR THEIR EXISTING CONSERVATION AREAS.

Green Belt

EP11 DRAFT POLICY THE CONCEPT OF A GREEN BELT AS SHOWN ON THE KEY DIAGRAM AND ITS STRATEGIC FUNCTION TO:

- (a) CHECK THE FURTHER GROWTH OF BUILT UP AREAS.
- (b) PREVENT NEIGHBOURING TOWNS FROM MERGING.
- (c) PROTECT AGRICULTURAL LAND FROM DEVELOPMENT.
- (d) PROTECT AND IMPROVE THE LANDSCAPE SETTING OF TOWNS AND TO PRESERVE AREAS OF LANDSCAPE QUALITY.
- (e) PROVIDE FOR THE ENJOYMENT OF THE COUNTRYSIDE AROUND TOWNS.

WILL BE SUPPORTED AND THE ZONING OF THE EXISTING GREEN BELT MODIFIED TO INCLUDE THE FOLLOWING:

- (a) THE KELVIN VALLEY AND CUMBERNAULD AREAS.
- (b) THE BEARSDEN, MILNGAVIE, DUMBARTON AND BALLOCH AREAS.
- (c) THE IRVINE, KILMARNOCK, SALTCOATS, TROON AND AYR AREAS.
- (d) THE AREA BETWEEN EAST KILBRIDE AND GLASGOW.

ENVIRONMENTAL PROTECTION

EP12 IT IS CONSIDERED THAT THE GUIDELINES
DRAFT INDICATED ON SCHEDULE 6 SHOULD FORM
POLICY THE BASIS OF DEVELOPMENT CONTROL IN
THE GREEN BELT.

EP13 CONSIDERATION WILL BE GIVEN TO THE
DRAFT PREPARATION OF A LOCAL (SUBJECT) PLAN
POLICY ZONING GREEN BELT AREAS, IN CONSULTA-
TION WITH THE DISTRICT COUNCILS.

Minerals

EP14 IT IS CONSIDERED THAT FOR THE REGION AS
DRAFT A WHOLE:

POLICY (a) ONLY PERMISSIONS CONSISTENT WITH
MAINTAINING A MAXIMUM OF 15 YEARS
FORWARD SUPPLY OF UNWORKED SAND
AND GRAVEL AS ASSESSED ANNUALLY BY
THE COUNCIL SHOULD BE GRANTED OR
BE IN EXISTENCE DURING THE STRUCTURE
PLAN PERIOD EXCEPT IN REMOTER AREAS
WHERE LOCAL NEED CAN BE DEMON-
STRATED.

(b) ONLY IN AREAS WHERE THERE IS A CLEAR-
LY DEMONSTRATED LOCAL OR SPECIAL
NEED FOR HARD ROCK SHOULD FURTHER
CONSENTS FOR NEW WORKINGS BE PER-
MITTED.

EP15 CONSIDERATION WILL BE GIVEN TO THE
DRAFT PREPARATION OF A LOCAL (SUBJECT) PLAN
POLICY RELATING TO THE EXTRACTION OF MINERALS
IN CONSULTATION WITH DISTRICT COUNCILS
AND APPROPRIATE REPRESENTATIVES OF THE
MINERAL EXTRACTION INDUSTRY.

Pollution

EP16 IT IS SUGGESTED TO THE SECRETARY OF STATE THAT
CONSIDERATION BE GIVEN TO:

(a) IMPLEMENTING THE REMAINING PROVISIONS OF
THE CONTROL OF POLLUTION ACT 1974.

(b) EXAMINING WAYS OF CO-ORDINATING RESPON-
SIBILITY FOR POLLUTION CONTROL.

EP17 IT IS SUGGESTED THAT AUTHORITIES AND AGENCIES
WITH AN INTEREST IN POLLUTION CONTROL SHOULD,
WHENEVER POSSIBLE, DIRECT THEIR AVAILABLE
RESOURCES TO THE IMPROVEMENT OF THE AREAS
OF MULTIPLE AND SINGLE POLLUTION SHOWN ON
THE KEY DIAGRAM.

EP18 CONSIDERATION WILL BE GIVEN TO THE
DRAFT IMPROVEMENT OF STANDARDS OF POLLUTION
POLICY CONTROL AS FAR AS PREVAILING FINANCIAL
CONSTRAINTS PERMIT.

EP19 CONSIDERATION WILL BE GIVEN TO THE
DRAFT PREPARATION OF A LOCAL (SUBJECT) PLAN
POLICY RELATING TO THE DISPOSAL OF WASTES ON
LAND, IN CONSULTATION WITH DISTRICT
COUNCILS AND THE SCOTTISH DEVELOPMENT
AGENCY.

HOPPING

Draft General Policies and Recommendations

RAFT POLICY IT IS CONSIDERED THAT THERE SHOULD NOT NORMALLY BE ANY RESTRICTION ON THE REDEVELOPMENT OF SHOPPING FLOORSACE WITHIN THE SHOPPING CENTRES INDICATED ON SCHEDULE 7.

IT IS SUGGESTED THAT COMMUNITY AND COMMERCIAL FACILITIES SHOULD BE INTEGRATED WITHIN THE CENTRES INDICATED ON SCHEDULE 7, WHENEVER POSSIBLE.

RAFT POLICY IT IS CONSIDERED THAT SIGNIFICANT ADDITIONS TO THE SHOPPING FLOORSACE IN THE EXISTING CENTRES INDICATED ON SCHEDULE 7 SHOULD NOT BE APPROVED EXCEPT TO MEET THE NEEDS IDENTIFIED IN S6 AND S10 OR WHERE IN THE OPINION OF THE COUNCIL THERE IS A CLEARLY IDENTIFIED LOCAL NEED FOR IMPROVED SHOPPING FACILITIES.

RAFT POLICY DEFICIENCIES ARE RECOGNISED IN THE SHOPPING ENVIRONMENT OF THE CENTRES IDENTIFIED ON SCHEDULE 7 AND IT IS SUGGESTED THAT RETAILING INTERESTS AND DISTRICT COUNCILS CO-OPERATE IN PREPARING PROPOSALS FOR IMPROVEMENTS.

RAFT POLICY IT IS NOT CONSIDERED THAT THERE IS A CASE FOR THE PROVISION OF HYPERMARKETS WITHIN THE PLAN PERIOD.

RAFT POLICY IT IS CONSIDERED THAT LARGE STORES AND RETAIL DISCOUNT WAREHOUSES SHOULD ONLY BE CONSIDERED WITHIN THE EXISTING CENTRES INDICATED ON SCHEDULE 7.

RAFT POLICY IT IS CONSIDERED THAT SMALL SCALE ADDITIONS TO LOCAL SHOPPING FLOORSACE SHOULD BE ALLOWED PROVIDED THESE DO NOT CONFLICT WITH LOCAL PLANNING REQUIREMENTS SUCH AS CONSERVATION POLICIES.

PARTICULAR DEFICIENCIES IN THE PROVISION OF LARGE STORES ARE RECOGNISED IN THE CENTRES INDICATED IN S10.

THE INITIATIVES BEING TAKEN BY THE CITY OF GLASGOW DISTRICT COUNCIL TO PROGRESS THE PROPOSALS FOR SPRINGBURN AND GOVAN AS A MATTER OF PRIORITY ARE SUPPORTED.

SIGNIFICANT DEFICIENCIES IN THE SHOPPING PROVISION OF THE FOLLOWING AREAS ARE RECOGNISED AND THE PROVISION OF ADDITIONAL FLOORSACE AS INDICATED BELOW, IS SUGGESTED.

AREA	PROVISION
GLASGOW EAST END	SHETTLESTON LARGE RETAIL STORE AND ANCILLARY SHOPS (5,500 sq. metres gross)
	BRIDGETON PARKHEAD TOLLCROSS RIDDRIE CARNTYNE REDEVELOPED/IMPROVED LOCAL CENTRES NEW LOCAL CENTRES
MOUNT FLORIDA KING'S PARK	LARGE RETAIL STORE AND ANCILLARY SHOPS
PARTICK CROSS	LARGE RETAIL STORE
MARYHILL CORRIDOR	MARYHILL CENTRAL LARGE RETAIL STORE AND ANCILLARY SHOPS (9,000 sq. metres gross)
	SUMMERSTON NEW LOCAL CENTRE
	ST. GEORGE'S CROSS REDEVELOPED/IMPROVED CENTRE
BISHOPBRIGGS	LARGE RETAIL STORE AND ANCILLARY SHOPS (6,000 sq. metres gross)
CHAPELHALL/ HOLYTOWN	NEW LOCAL CENTRE
BLANTYRE	LARGE RETAIL STORE AND ANCILLARY SHOPS (6,000 sq. metres gross)
SALTCOATS	LARGE RETAIL STORE
S11 DRAFT POLICY	IT IS CONSIDERED THAT LARGE DEPARTMENT STORES OF REGIONWIDE SIGNIFICANCE SHOULD ONLY BE APPROVED IN THE GLASGOW CITY CENTRE "CORE SHOPPING AREA" OF SAUCHIEHALL STREET, ARGYLE STREET, BUCHANAN STREET, UNION STREET AND GORDON STREET.
S12	IT IS CONSIDERED THAT THE PHASING OF FUTURE SHOPPING DEVELOPMENTS SHOULD ACCORD WITH THE PROVISION WHICH CAN BE SUPPORTED BY THE APPROPRIATE CATCHMENT POPULATION, AND SHOULD BE CONSISTENT WITH THE MAINTENANCE OF EXISTING SHOPPING CENTRES. THIS APPROACH IS PARTICULARLY APPLICABLE TO:
	EASTERHOUSE SPRINGBURN ERSKINE CLYDEBANK
	IRVINE CUMBERNAULD EAST KILBRIDE

OFFICES

Draft Policies and Recommendations

- O1 **IT IS CONSIDERED THAT THE CENTRAL AREA DRAFT OF GLASGOW SHOULD BE SUPPORTED AS POLICY THE PRIMARY LOCATION OF OFFICE DEVELOPMENT IN THE REGION.**
- O2 **IT IS SUGGESTED TO THE CITY OF GLASGOW DISTRICT COUNCIL THAT THE EXISTING PLOT RATIO OF 3.5 : 1, IN THE GLASGOW CENTRAL AREA SHOULD BE RETAINED.**
- O3 **IT IS CONSIDERED THAT NEW OFFICE DEVELOPMENT OUTWITH THE GLASGOW CENTRAL AREA SHOULD ONLY BE PERMITTED IF SUCH DEVELOPMENT SATISFIES LOCAL NEEDS OR THERE ARE SPECIAL STRATEGIC CIRCUMSTANCES.**
- O4 **IT IS SUGGESTED TO DISTRICT COUNCILS THAT APPLICATIONS FOR OFFICE DEVELOPMENTS WHICH INTRUDE INTO PRIMARILY RESIDENTIAL AREAS SHOULD BE REFUSED.**

Draft Policies and Recommendations

AFTER THE CONSULTATION PERIOD PROPOSALS OR NEW ZONING WHICH DO NOT HAVE REGARD TO THE POLICIES AND RECOMMENDATIONS IN THE FINAL WRITTEN STATEMENT WILL NOT BE CONSIDERED AS CONFORMING TO THE STRUCTURE PLAN UNLESS IN THE OPINION OF THE COUNCIL THERE ARE SPECIAL STRATEGIC CIRCUMSTANCES.

IT IS CONSIDERED THAT COMPREHENSIVE DEVELOPMENT AREAS SHOULD BE DEVELOPED AS INDICATED ON SCHEDULE 8.

IT IS SUGGESTED THAT DISTRICT COUNCILS SHOULD GIVE CONSIDERATION DURING THE CONSULTATION PERIOD TO THEIR ABILITY TO PROGRESS LOCAL PLAN PREPARATION IN ACCORDANCE WITH STRUCTURE PLAN PRIORITIES AS INDICATED ON SCHEDULE 8. (THE REGIONAL COUNCIL WILL FURTHER CONSIDER ITS OWN ROLE IN LOCAL PLAN PREPARATION WHEN THIS INFORMATION HAS BEEN RECEIVED).

IT IS SUGGESTED THAT DISTRICT COUNCILS SHOULD INVESTIGATE WITH THE REGIONAL COUNCIL THE POTENTIAL AREAS REQUIRING REDEVELOPMENT OF REGIONAL SIGNIFICANCE BY 1983, SHOWN ON SCHEDULE 8, SO THAT THEIR FEASIBILITY CAN BE FURTHER CONSIDERED DURING THE CONSULTATION PERIOD.

CONSIDERATION WILL BE GIVEN TO THE PREPARATION OF THE FOLLOWING LOCAL (SUBJECT) PLANS, IN CONSULTATION WITH DISTRICT COUNCILS, AS A MATTER OF PRIORITY.

- 1. GREEN BELT
- 2. MINERALS
- 3. WASTE DISPOSAL
- 4. HUNTERSTON

IT IS SUGGESTED THAT THE DEVELOPMENT CHANGE SHOWN ON SCHEDULE 1 BE CONSIDERED FOR USE AS A BASIS FOR FORWARD PLANNING AND PROGRAMMING BY DISTRICT COUNCILS, GOVERNMENT AGENCIES AND DEPARTMENTS, AND DEVELOPERS IN THE PRIVATE SECTOR.

THE ASSISTANCE OF DISTRICT COUNCILS IS SOUGHT IN VERIFYING THE ASSUMPTIONS IN THE DRAFT STRUCTURE PLAN WHERE APPLICABLE, AND IT IS SUGGESTED IN PARTICULAR THAT TABLES 11.2 AND 11.3 BE UPDATED AND AGREED DURING THE CONSULTATION PERIOD.

D8
DRAFT
POLICY
IT IS CONSIDERED THAT APPROVAL TO LOCAL PLAN PROPOSALS WHICH INCLUDE THE NEW ZONING OF LAND FOR INDUSTRIAL PURPOSES SHOULD NOT BE APPROVED UNLESS IT CAN BE DEMONSTRATED TO THE SATISFACTION OF THE COUNCIL THAT THE EXISTING GENERAL INDUSTRIAL LAND SUPPLY WITHIN THE DISTRICT CONTAINING THESE PROPOSALS IS TO BE REDUCED APPROPRIATELY, BY REZONING IN THE SAME OR CONCURRENT LOCAL PLAN PROPOSALS.

D9
DRAFT
POLICY
IT IS CONSIDERED THAT THE NATIONAL PLANNING GUIDELINES WITH REGARD TO AGRICULTURAL LAND WHICH PRESUMES AGAINST BUILDING ON LAND OF A+, A OR B+ QUALITY LAND SHOULD BE SUPPORTED.

